

THE REGIONAL MUNICIPALITY OF OTTAWA-CARLETON
LA MUNICIPALITÉ RÉGIONALE D'OTTAWA-CARLETON

PLANNING COMMITTEE
COMITÉ D'URBANISME

REPORT NUMBER 43 TO THE COUNCIL
RAPPORT N° 43 PRÉSENTÉ AU CONSEIL RÉGIONAL

The Planning Committee met on 6 & 13 of Nov/84 and submits the recommendations at page 3,4 & 5 of this Report for the approval of Council at its next regular meeting.

Le Comité d'urbanisme s'est réuni le 6 et 13 novembre 1984 et présente la(les) recommandation(s) inscrite(s) à la page 3, 4, et du présent rapport à l'approbation du Conseil régional lors de la prochaine réunion ordinaire.

PRESENT
ÉTAIENT PRÉSENTS

Chairperson -
Présidente

Members -
Membres

NOVEMBER 6TH 1984

Chairperson - B. Gaffney

Members - H. Allen
D. Bartlett
A. Bouwers
M. Catterall
A. Haydon
G. Hunter
A. Wytenburg

NOVEMBER 13TH 1984

Acting Chairperson - H. Allen

Members - D. Bartlett
A. Bouwers
M. Catterall
G. Hunter
A. Wytenburg

SUBJECT: OFFICIAL PLAN REVIEW - REGIONAL DEVELOPMENT STRATEGY

OBJET: Révision du Plan directeur - Stratégie régionale
d'aménagement

Report 43
Planning

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OFFICIAL PLAN REVIEW - REGIONAL DEVELOPMENT STRATEGY

Background

On 22 November 1983, the Planning Committee met to review the changes to the Regional Official Plan which had occurred since its adoption in 1974.

The Committee proceeded to adopt a two-stage approach to deal with the updating of the plan based on changing data, changing development patterns, changes in population and employment and other factors.

The first stage deals with a development strategy that culminated with fourteen recommendations by the Planning Committee as set out on pages 3 to 5 of this report.

Following Council's decision on these recommendations, the second stage will focus on the drafting of an Official Plan Amendment to implement the strategy approved by Council.

Planning Staff Reports

Following establishment of a timetable approved by the Committee, Planning staff developed several key reports, for general distribution, which addressed the various elements of the strategy and the issues raised by the Committee, Councillors and input from the public.

The first of these was a discussion paper dated March 1984 which set out the objectives, process and timing of the Official Plan Review. This report addressed current trends and projections, strategic issues and options for future growth.

This document is issued separately and is identified as Annex A to this report.

The second major report dated 26 June 1984, drew upon the issues raised during the public consultation process, following in particular, the first public hearing of 29 May 84. This paper presented a discussion of major strategic decisions and set out eleven recommendations for future consideration by the Planning Committee.

This document is attached as Annex B, beginning on page 6 .

The third report dated 24 October 1984, followed the second set of public hearings held on the 16th and 23rd of October. Based on the work to that time and what was received at the second public hearings, staff recommended fourteen specific recommendations. These recommendations (which appear on pages 37 and 38 of Annex C) were considered by the Committee at its meetings of 6 and 13 November, 1984.

The 24 October 84 report is attached as Annex C beginning on page 37 .

Finally, issued separately for the information of Council, is a discussion paper dated May 1984, on the Transportation Component, prepared by the Transportation Planning staff.

Public Participation Process

Throughout the whole exercise there has been extensive dialogue between staff and community groups, area municipalities, agencies such as the NCC, members of Council and individuals.

As mentioned, three major public hearings were held on 29 May, 16 and 23 October 1984. Following the 29 May public hearing, a series of public consultation reports were produced as follows:

- Volume I - June/84 - Briefs received at 29 May public hearing - Municipalities
- Volume II - June/84 - Briefs received at 29 May public hearing - Agencies, Interest Groups, etc.
- Volume III - June/84 - Briefs received at 29 May public hearing - Individuals
 - June/84 - Staff response to briefs received at 29 May public hearing.
 - July/84 - Addendum - staff response to briefs received at 29 May public hearing
 - August/84 - Supplement - Additional briefs received at 29 May public hearing

Following the 16 and 23 October public hearing, additional written briefs were received, which were considered in the development of the recommendations set out in Annex C attached.

All of the above-mentioned documentation, including the Transportation Component discussion paper, briefs, staff responses to briefs and staff reports contained in Annexes A, B, and C, have at all times been available to the public.

The written briefs from the public hearings and the staff responses referred to above, have been delivered to members of Council with this report, under separate cover.

Finally, attached for further reference are relevant Planning Committee minutes dealing with the development strategy from 22 November 1983 until 13 November 1984. These are identified as appendices I to VIII inclusive. These appendices contain the Planning Committee discussion on the various stages of the strategy development, directives for additional staff reports and a record of dissents on the staff recommendations considered by the Committee.

Planning Committee Recommendations

The Planning Committee having held public hearings on the Regional Development Strategy, and on the advice of the Planning Commissioner RECOMMENDS that Council approve the following:

1. The Regional Development Strategy be on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century, with the expectation of additional growth beyond 2001 and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.
2. The Regional Development Strategy be on the basis that the number of additional housing units required to 2001 will be in the range of 65,000 to 100,000 units, that a mixture of low, medium, and high density housing forms will be provided,

and that a variety of housing types both inside and outside the greenbelt will best accommodate the housing requirements of this century.

3. The Regional Development Strategy be based on policies which ensure sufficient growth potential, within the Region including the designation of sufficient urban lands, as required, to meet the high growth projection to 2001.
4. The Regional Development Strategy be on the basis of complete development inside the greenbelt and three urban communities of approximately equal size, east, west and south outside the greenbelt; the future location, configuration and timing of urban lands additional to those now designated as Phase I lands outside the greenbelt to be the subject of a further study.
5. The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.
6. The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.
7. (a) Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.
(b) The Britannia Arterial be deleted from the Regional Official Plan
8. (a) The Regional Development Strategy be based on achieving urban communities that balance the provisions of jobs, employment and other urban amenities.
(b) The Strategy maximize the use of public transit and minimize the need for new and expanded roads.
(c) The strategy minimize infrastructure cost of new development.
9. The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during the second stage of the official plan review, recognize the primary importance of these resources.
10. The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to special development policies of the Regional plan.
11. The Regional Development Strategy be based on the principle that the amount of growth in the rural areas of the Region be planned to occur in a relationship to be determined in phase two, to the overall growth rate in the Region.
12. The process outlined on Page 48, Annex C, be confirmed which would result in a draft official plan for discussion (excluding the transportation chapter) being available in May 1985.

13. The staff as part of Stage 2 of the Official Plan Review investigate the consequences of a) increased growth inside the greenbelt as contemplated by the City of Ottawa and b) increasing the size of the East Urban Community as contemplated by the Township of Cumberland.
14. In order that 13a) can be carried out the City of Ottawa be requested to confirm the Regional staff's allocation of 34,000 dwelling units or to recommend an alternate allocation consistent with their brief, and consistent with existing zoning and approved neighbourhood plans, by the end of December 1984.

RESPECTFULLY SUBMITTED

B. Gaffney
Chairperson



26 Jun 84

File: 14.261

REPORT TO PLANNING COMMITTEE

REGIONAL DEVELOPMENT STRATEGY:
CONCLUSIONS AND RECOMMENDATIONS

EXECUTIVE SUMMARY

In early March, Planning Committee received, and authorized for distribution, a staff report on the Regional Development Strategy (discussion paper). The Regional Development Strategy is viewed as the first of two stages in the Regional Official Plan review exercise.

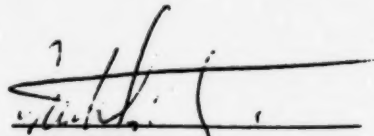
That discussion paper was circulated to area municipalities, agencies, individuals and community groups. And during March, April and May, staff made a series of presentations to municipal staffs, councils, and community groups to elaborate on the discussion paper and provide additional detail.

A public hearing was held before the Planning Committee on 29 May 84 and approximately fifty submissions were received.

A separate report (consisting of four volumes) has been prepared to provide a copy of each brief and the staff response to the points raised in those briefs.

The attached report, drawing upon the issues raised during the progress of public consultation, presents a discussion of major strategic decisions and offers eleven specific recommendations for future consideration by the Planning Committee (recommendations at page 16).

Also tabled with the Committee is a report (dated 22 May 84) on future public consultation activities related to the review of these recommendations by the public prior to their consideration by the Committee (in either one or three months time).


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REPORT TO PLANNING COMMITTEE

REGIONAL DEVELOPMENT STRATEGY:
CONCLUSIONS AND RECOMMENDATIONS

BACKGROUND

On 6 Mar 84, a discussion paper entitled Regional Development Strategy (March 84) was presented to the Planning Committee which authorized its release for public review. Copies of the paper were distributed to community groups, individuals, area municipal staffs, public and private agencies. During March, April and May, the planning staff made numerous presentations before local councils, community groups, and agencies discussing the conclusions of the paper and providing additional information.

On 29 May 84, a public hearing was held before the Planning Committee. Approximately 50 briefs were presented at or before this hearing.

The planning staff were directed to reflect upon the submissions received and bring forward a second report.

PURPOSE

The purpose of this report is to bring forward recommendations on the conclusions reached in the Regional Development Strategy paper in light of the issues raised at the public hearing. This report does not reiterate the material provided in the discussion paper; rather it builds upon it to arrive at specific recommendations.

Accompanying this report is a separate report of the public hearing comprising four volumes. Three volumes contain copies of each brief with numbers added in the margins of the text at each point where the staff have prepared a specific response. The fourth (companion) volume contains the staff response to the points raised in the briefs - with an introductory section which discusses a number of major issues that were common to several briefs. This present report draws upon the material produced in those volumes.

The Regional Official Plan Review project has been conceived as consisting of two stages (refer to Figure 2 of the March 84 discussion paper). The first stage concerns itself with the broad question of amount and location of urban and rural growth to 2001.

The underlying principle of a two staged process is to allow certain decisions to be reached early in the review so that, in the subsequent stage, the policy options that are to be examined can be narrowed down. This should provide more structure to the review process and keep the second stage as uncluttered as possible.

It is the purpose of this report to make recommendations where the staff are confident decisions can be made, and to defer other issues to the second stage of the Official Plan Review.

PROCESS

Also tabled with Planning Committee is a report on the public consultation process and where it should proceed from now. The original timetable has been altered from that published with the Regional Development Strategy discussion paper to provide an extra month of public review before the hearing (which was rescheduled to 29 May 83). The schedule calls for the production of staff recommendations and the distribution of these to the public for review.

The Planning Committee will need to decide an appropriate length of time for public review of this report. The current schedule calls for consideration of the staff recommendations by the Planning Committee at the end of July.

Following the Committee's consideration, it is possible that the recommendations of the Committee could be amalgamated with the material contained in the Regional Development Strategy discussion paper, together with a précis of the public consultation program, so that a comprehensive report may be presented to Council.

STRATEGIC DECISIONS

The issues raised in the Regional Development Strategy discussion paper appear complex since the basic parameters of urban growth (and development pattern) are highly interrelated. In trying to bring focus to these issues it is very tempting to fix on specific details. However, focussing too sharply on details at this stage may prevent effective consideration of larger structures and systems at work within the urban and rural development pattern (i.e. there is a danger of not seeing the forest for the trees).

Many of the questions and issues raised in the submissions at the 29 May public hearing related to details that need not be resolved at this first stage of the official plan review - important as they may be. For instance, a decision on the overall structure of the urban settlement pattern does not need to be held in abeyance as a result of uncertainty around the ultimate necessity or timing of particular transportation links where these are indicated as a common requirement of all optional strategies. By way of contrast, a decision on employment distribution as it affects system-wide transportation requirements is of strategic significance.

The number of strategic elements, and the decisions that need to be taken - though very important - are relatively few. This section of the report sets out major strategic issues that, once settled, would provide a good deal of structure for subsequent detailed policy formulation.

Growth Rate

The Regional Development Strategy discussion paper presented the conclusion that growth rate, per se, is not of strategic significance. This is an issue that was raised in several briefs and during public consultation following the release of the paper. And, it is an issue that has been addressed in the staff response to the briefs received at the public hearing.

The high-low range used for the official plan review exercise emerged from detailed analyses of past trends and future prospects regarding population and employment growth in Ottawa-Carleton. The population projection was discussed with the staffs of area municipalities and the National Capital Commission and a consensus emerged that the range selected was appropriate for the official plan review. It was a major task of the planning staff to select a growth range that was wide enough to accommodate reasonable futures but narrow enough to be of practical value to the planning exercise.

Notwithstanding this, several comments have been received during the public consultation process that the "high" is unrealistically high - and not a suitable basis for the review. In response, the planning staff advise that growth rates representing both the "high" and the "low" have been experienced in the past - and in fact for the past two years growth has been running at an annual rate 20% above the high.

The strategy discussion paper also highlights the close relationship between job creation and population growth in Ottawa-Carleton, the point being that the only sure-fire way to achieve the "low" would be to discourage in-migration through a dampening of job creation. This would represent a dramatic shift in the philosophy of Regional Council.

A second point to repeat is that two thirds of the infrastructure improvements (and their costs) that are mentioned in the strategy discussion paper relate to bringing existing infrastructure up to standard or to provide for "low" growth. The cost per capita for additional infrastructure then declines as growth approaches the "high" projection.

Notwithstanding current growth rates, or infrastructure requirements, however, the basic point to make is that the Regional Plan must provide instruction as to how the high level of growth would be accommodated - should it occur.

On this basis it is recommended that:

The Regional Development Strategy be prepared on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.

Household Forecast and Suburban Residential Development

The Regional Development Strategy discussion paper summarized the planning staff's research on household trends and presented "high" and "low" projections of households and urban land requirements to 2001. The conclusion presented in the paper was that, under either projection, the majority of residential growth would occur outside the Greenbelt and in the case of the "high", lands in addition to those now designated in the Regional Plan (first stage) would be required. This basic conclusion was challenged during the progress of consultation and is one of the major issues addressed in the staff response to the briefs.

The thrust of the challenge was to the effect that this conclusion pandered to urban sprawl, did not take into account changing household requirements of an aging population, and represented an inefficient use of land.

The first point to be made is that the regional staff accept the counter position that intensification of use on urban lands - both inside and outside the Greenbelt - should be pursued to its practical limits and policies should be developed within the Regional Plan to encourage this. However, a careful re-examination of the household forecast and housing potential inside the Greenbelt reaffirms the basic conclusion presented in the discussion paper that substantial development beyond the Greenbelt will be required.

The household forecast calculated the number of new households which would be created under the high and low population projections - by age cohort, and by type. Under the high projection approximately 97,000 new households will be created by 2001 - assuming the propensities to form households - by age cohort - remain constant at 1981 levels (that is, a twenty-five year old, or a forty year old, or a sixty year old person will have the same likelihood of maintaining a separate household in 2001 as they did in 1981). Although propensities have been steadily increasing, the forecast assumes that these will now remain constant at 1981 levels (note: if propensities continue to increase, more than 97,000 new households would be formed).

Of these 97,000 new households, approximately 72,000 (74%) will be "family" households, and roughly speaking - if past trends prevail - 90% of these will locate in urban areas - some 65,000 - family households. By far the majority of "family" households have, in the past, gravitated to non-apartment structures (singles, semis, multiples). As a rough indicator, in 1981 the number of urban family households was approximately 128,300 households and the urban ground-oriented housing stock was approximately 135,100 units.

The calculation of urban land requirements presented in the Regional Development Strategy discussion paper was based on producing 56,400 ground-oriented units by 2001 - as against 65,000 new "family" households. If anything, the regional forecast is based on a conservative estimate of the likely need for ground-oriented housing, and represents a substantial shift towards proportionately more families (perhaps childless couples) occupying apartment stock than traditionally has been the rule.

As at December 1983, the unit potential of all vacant lands remaining inside the Greenbelt (parcels 2 acres or greater - comprising 3,160 hectares in total) was approximately 25,000 units of which approximately 12,000 are slated for ground-oriented housing. This falls 44,000 units short of the staff's estimate of ground-oriented housing requirements under the "high" projection. Under the "low" projection the shortfall would be approximately 29,000 ground-oriented units.

In a nutshell, the staff cannot see any way that the housing requirements of "family" households can be met inside the Greenbelt unless a wholesale shift in attitudes occurs or can be effected - away from the traditional preference of families for ground-oriented housing. The staff do not believe that the Regional Plan should be predicated on the assumption that this wholesale shift will occur as little evidence has been uncovered to suggest that a fundamental change is on the horizon.

Quite apart from the main conclusion that there will be a need for further development outside the Greenbelt to meet the housing requirements of an expanding urban population, there is the issue of sprawl that was raised in several briefs. This is another issue that is discussed in the staff response to the briefs received at the 29 May 84 public hearing.

Although more intense use of all urban lands is desirable, it is a bit unfair to point a finger at Kanata, Orleans, and Barrhaven as the culprits of high land consumption. The mix of medium and high density housing in these communities is generally higher than that in small centres around Metro Toronto, certainly higher than that which existed in Nepean and Gloucester (inside the Greenbelt) as these suburban areas were developing through the sixties and early seventies and higher than in Ottawa suburban areas such as Alta Vista, Meron Park, Hunt Club, Mooney's Bay etc. Further to this, the housing "mix" assumption used in the calculation of future land requirements consists of 21% single family housing, 9% semis, 32% multiples and 38% apartments. This, then, assumes that a large proportion of family households will be accommodated in ground-oriented housing - but at higher densities than just traditional single family subdivisions.

The rapid rise in land consumption (and decrease in population density) over the past decade has not resulted from declining development densities. Overall, the urban density as measured in units per hectare has increased (from 21.7 dwellings per residential hectare in 1971 to 25.6 dwellings per hectare in 1981). What has accounted for the declining population density is a remarkable drop in household size (number of persons per unit) - across all municipalities and all structure types (from 3.4 in 1971 to 2.6 in 1981).

The bottom line to all this is that the recent rapid growth in Kanata, Orleans and Barrhaven arose in response to the expanding housing requirements of the regional population. Upon careful examination there is no reason to believe the demand will not remain in the direction of ground-oriented housing and the bulk of this demand will need to be met on lands outside the Greenbelt.

On this basis it is recommended that:

The Regional Development Strategy be prepared on the basis that the majority of new households to 2001 will require low and medium density ground-oriented housing, the bulk of which will be accommodated on lands outside the Greenbelt.

Designation of Additional Urban Lands

As of December 1983 there were approximately 3,160 hectares of vacant urban residential lands in Ottawa-Carleton, distributed approximately as follows: Kanata 38%; Orleans 36%; Barrhaven 6%; and areas inside the Greenbelt 20%. The lands included all those approved as the "first stage" of urban development in the 1974 Regional Plan. The unit potential of these lands approximated 80,500 units in the following proportions (roughly): singles and semis - 44,900 units; multiples - 19,200 units; and apartments - 16,400 units. In rough numbers then there is potential on these lands for 64,000 "ground-oriented" units.

Under the "high" projection, approximately 40,000 new "family" households will be formed by 1991 with another 32,500 "family" households being created between 1991 and 2001. The corresponding number of "non-family" households are 14,250 to 1991 and 10,600 from 1991 to 2001. Roughly 90% of these households will locate in urban areas - if past trends prevail.

What these numbers suggest is that assuming growth occurs at the level of the "high" projection, the vacant land supply (for ground-oriented units) will be exhausted sometime between 1991 and 2001 if "family" households continue with their preference for ground-oriented units. And it can be expected that the supply would become "tight" long before that time as a result of corporate, institutional, or physical barriers to bringing on certain parcels for development. This suggests that lands in addition to those now available for residential development will be needed to ensure an orderly and competitive land market through to 2001. Further to this, the Regional Plan should not be based on arriving at 2001 with no remaining vacant land given the long lead time involved in the preparation of official plans.

The position taken in the strategy discussion paper was criticized for not considering the "redevelopment" potential of the inner area. It is the planning staff's view that although a vigorous program of redevelopment could provide additional units (i.e. not all construction need take place on vacant lands), redevelopment cannot be looked to as a solution for providing the ground-oriented units which make up a large part of the forecast. This is an issue which is discussed in the staff response to the briefs.

It can be argued that since all of the foregoing is based on the "high" projection it distorts the picture by hinting at a degree of urgency for more land that may later prove to be unwarranted. However, regardless of the actual growth that is realized in Ottawa-Carleton to 2001, the regional development strategy must provide direction as to how the housing requirements of the high projection will be met - if growth at the high level occurs.

On this basis it is recommended that:

The Regional Development Strategy be based on the designation of sufficient additional urban lands to meet the high growth projection to 2001.

Location of Additional Land

In recognition of the requirement for additional urban land outside the Greenbelt (which could emerge as a critical issue in the early nineties if a high rate of growth is realized) the Regional Development Strategy discussion paper presented the conclusion that growth south of the Greenbelt was preferable to growth east or west. Two basic supporting reasons were offered.

First, at a fundamental level, there appeared to be some benefit to balancing development around the periphery of the Greenbelt so as to reduce stress in the east-west transportation axis (especially the Queensway corridor). Related to this, growth in the south would provide the impetus for a second east-west facility (such as the Inner Ring road) which could facilitate south-to-west and south-to-east movements (it would also divert a small share of the through traffic away from the Queensway).

The second reason was the relatively low cost of providing infrastructure to a growth centre south of the Greenbelt - with the proviso that the 416 freeway facility was built by the Province and the amount of growth was relatively limited (less than 40,000 additional people).

The strategy paper however did not conclude on the best location or configuration for such development - rather the conclusion was that a separate detailed study was required to examine options south of the Greenbelt between 417 in the east and the proposed 416 in the west. The paper also raised the possibility of more than one centre, pending the results of the subsequent study.

There were four basic challenges to these conclusions. First, there was the issue of whether additional lands were needed at all. This has been discussed above - the planning staff confirming their conclusion and recommending the designation of additional lands.

The second dealt with the potential impact southerly growth would have on the Queensway corridor since there is a planned connection of 416 to the Queensway (at Acres Road). The short answer is that growth south, east, or west of the Greenbelt places additional strains on east-west roadways - but a south growth option creates the least impact in this respect.

The third challenge related to the relative merits of expanding Kanata and Orleans as against providing additional lands south of the Greenbelt. This is an issue which is examined in the planning staff response to the briefs.

The basic argument for directing growth south as opposed to expanding Orleans and Kanata is to balance traffic generation around the periphery of the Greenbelt. Over time, as the communities mature, this will provide the impetus for interaction between them creating traffic that is not directed through the central core. Once the south has been brought up to a substantial size, a future planning exercise can re-evaluate each of the communities to determine the relative merits of future expansion in each location.

The fourth challenge was related to the impact of an additional growth centre on the ability of Orleans and Kanata to reach a "critical mass". It was argued that a southerly community would offer competition for jobs, delay the provision of community facilities, and spread scarce infrastructure dollars too thinly (perhaps delaying the transitways or road improvements to the east and west communities).

This is one of the major issues dealt with in the staff response to the briefs. Although the staff could not come to a definitive conclusion on this issue, it would appear that a community size of approximately 75,000 would provide the "critical mass" for virtually all facilities (with the exception of a major full-line department store) and provide a reasonable guaranty of establishing a good employment base. However, the planning and servicing of the third growth area should not be held off until Kanata and Orleans reach 75,000 since the supply of low and medium density lands would be virtually exhausted by then.

Although it may not be appropriate to hold off the south until a population of 75,000 is reached in both Orleans and Kanata, it may be possible to select an appropriate "trigger" for the release of the southerly growth area. This is an issue which could be explored in the second stage of the official plan review. The "trigger" might consist of several factors including the population size and population/employment ratio of Orleans and Kanata and the remaining supply of low density residential land.

It is therefore recommended that:

The Regional Development Strategy be based on the premise that a major growth centre (or centres) will be developed south of the Greenbelt; the future location, configuration, and the timing of its (their) release to be the subject of further study.

Transit Priority

There was no strong challenge to the position taken in the Regional Development Strategy discussion paper that continuing emphasis should be placed on public transit. By way of contrast there were numerous briefs in opposition to specific roadway improvements. The discussion paper highlights the achievements to date in attracting transit ridership and proposes that the current modal split guidelines as contained in the 1974 Regional Plan (the proportion of trips made by transit) be raised - in most instances.

The benefits of achieving higher modal split are increased operational efficiency of the transit system, the potential for improving off-peak level of service, and a reduction in new roadway requirements.

As yet to be worked out are the specific policies that will ensure increased modal split. What has been raised in several briefs is the importance of advancing the rapid transit program such that the transitways are extended to the Orleans and Kanata town centres at an early date. To achieve this would require a reshuffling of the transitway construction schedule. Although the staff are not yet sufficiently prepared to make a specific recommendation on changes to the transitway program, it is recommended that:

The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.

Employment Decentralization

The Regional Development Strategy discussion paper takes the position that employment growth in the central area should be limited to the capacity of the transportation network and that there would be advantages to encouraging new employment to locate in suburban centres along the transitways and in the town centres of the urban communities outside the Greenbelt. The advantages of this distribution are: to reduce new roadway construction within inner urban neighbourhoods and the central area; and to promote transit usage (which in turn improves the operational efficiency of the transit system and further reduces roadway requirements).

Several submissions before the May 29th public hearing and comments received during the consultation process probed the soundness of this strategy, and in general, three different opinions emerged.

First, there was the position put forward that the ceiling on central area employment should be removed - or raised. And here it is important to emphasize that the existing Regional Plan does not set a specific numerical limit on central area employment - although 100,000 employees was given as an illustration. The point made in the Plan is that the central area would decline in its share of total employment and should not

be allowed to produce peak hour traffic volumes that would exceed the capacity of the transportation system. Currently central area employment is approximately 70,000.

The staff of the Transportation Department advise that based on the recent testing exercise 100,000 to 110,000 employees can be accommodated in the central area. However, this is on the basis that peak hour modal split on the Rideau Canal screenline can be raised from its current 38% to 50% (and the CPR screenline from 44% to 50%) and it may require the Queenway collector/distributor system to be constructed. This also assumes that all of the roads feeding the bridges across the canal and railway tracks can match the capacity of the bridges making up the screenline capacity. It also assumes that the full capacity of all of the bridges is available at the same time. The bottom line here is that 100,000+ employees is still theoretically achievable - assuming modal split can be raised and the Queenway distributor collector systems is built - but this will result in pushing the capacity of the transit and road system to its limit.

On the other side of the coin, there are ways to increase the employment capacity of the central area that do not require additional transportation capacity. The first of these is to increase the size of the employed labour force living within the central area (i.e. persons able to walk or cycle to work). In this regard, the tests run by the Transportation Department (on which the 100,000+ employee limit was confirmed) included a net increase of 2,275 dwelling units (3,200 people) in the central area. This represents an 85% increase in dwelling units (and approximately 80% increase in population), and can be compared to the 196-81 experience which saw an increase of 450 dwelling units in the central area. The point here is that the 100,000+ limit already assumes a fair increase in central area residential units and substantial additions to this would be required in order to increase the employment limit of the central area.

Another avenue available for increasing employment levels is to shift away from office employment towards retail or other employment that does not share the same work-day cycle (i.e. does not contribute to the morning and evening peak hour traffic volumes).

The bottom line appears to be that a ceiling of 100,000+ employees is theoretically achievable in the central area but considerable effort will be needed in one or more of several directions before that limit can become a practical reality (increased modal split, new Queenway collector/distributor system, more residential development, shift in employment type).

In contrast to the above, a completely opposite opinion was expressed in several briefs to the effect that the level of employment growth in the central area should be controlled (i.e. by way of Regional Plan policy) to encourage employment growth in the urban communities outside the Greenbelt (i.e. lower the central area employment ceiling).

The benefits of a strong employment base in these communities were highlighted in the Regional Development Strategy discussion paper. With a strong employment base outside the Greenbelt, the traffic volume in the peak direction during rush hour is reduced - thereby minimizing roadway requirements through (and inside) the Greenbelt. For instance, a population

of 100,000 could be supported in Orleans with very little requirement for additional road capacity if an employment level of 35,000 jobs is achieved (and the new modal split guidelines were obtained).

In a nutshell, there are increasing problems to be overcome as employment levels are raised inside the central area, and decreasing problems as employment levels are raised in the urban communities outside the Greenbelt.

There was a third opinion expressed regarding employment distribution and this challenged the conclusion reached in the Regional Development Strategy discussion paper that employment growth outside the central area should be focussed on selected nodes along the transitways.

The view was held in several briefs that a policy of focussing employment growth on transitway stations should not be pursued to the exclusion of other important employment areas outside the central area - presently or potentially well served by transit but not on the transitway.

The staff agree that there may be limited potential at certain transitway stations for developing a substantial employment node and that there are other employment areas not along the transitways that can, or should, be served by a high level of transit service. However some, though not exclusive, emphasis should be given to concentrating employment at nodes along the transitway where practical, with the town centres of Orleans and Kanata being critical nodes.

It is therefore recommended that:

The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.

Infrastructure Program

A substantial portion of the Regional Development Strategy discussion paper deals with the regional infrastructure that will be required to 2001 (sewer, water, roads and transitways). In this regard, there were three basic questions raised in the briefs and during the public consultation process relating to infrastructure.

The first, was a questioning of the need for basing the development strategy on a phasing out of the Watts Creek sewage treatment plan - and redirecting all sewage flows to the Green Creek Pollution Control Centre.

Staff of the Works Department advise that the expansion potential of the Watts Creek plant is limited. The original west plant could be reopened at a cost of \$1.5M and the existing plant could be twinned at a cost of \$9.0M. However, taken together this would only handle the flow from a population of approximately 60,000 persons. Since the plant takes flows from Kanata, Stittsville, Richmond and the west part of Nepean, this does not provide for much growth. And then, having spent the money to expand the Watts Creek Plant, connection through to Green's Creek would be required to provide for additional growth in the west (i.e. by extending the Lynwood collector).

The second concern related to advancing the construction of the western and eastern transitways to Kanata or Orleans. It was argued that this would help relieve congestion on the roadways (especially in the east) and provide impetus to employment growth in the urban communities.

This issue was touched upon earlier in this report. Staff are not prepared at this time to recommend changes to the current transitway development schedule but it is an issue which can be resolved during the second stage of the official plan review.

The third issue which provoked strong reaction from several community groups related to specific roadways. Questions were raised as to the necessity and timing of new roadway facilities (eg. Britannia Arterial, Vanier Parkway extension) or widenings (eg. Fisher Avenue).

The report of the Transportation Department entitled Transportation Component of the Regional Development Strategy presented two basic lists of possible improvements to the transportation system. The first list (consisting of Tables 4 and 5 at pages 23 to 25 in that report) gave the transitway construction elements and roadway improvements needed to bring existing conditions up to standard. In total this list consisted of \$200M worth of transitway projects and \$155M of roadway projects.

It should be pointed out that this list, common to all options tested and not dependent on growth level, includes a number of high profile projects which can be expected to generate considerable public debate (eg. extension of Vanier Parkway, reconstruction of Prince of Wales Drive, widening of Walkley Road, widening of Hunt Club Road, widening of Fisher Avenue, the transitway construction program etc).

The important consideration for this stage in the official plan review is that decisions on the regional development strategy should not be held in abeyance on the basis of debate over road works which are not dependent upon which strategy is chosen.

The second list consists of the roadway and transitway elements that are required as a result of growth. These are presented in Table 4 (transit) and Table 6 (roads) of the Transportation Department's report. With respect to the transitways, the only difference between all "high" options is the possible need for a transitway to the south for those options based on a south urban community (H7 and H8).

With respect to roads the majority of new roads are common to all "high" options - that is they will be needed wherever growth is located. This includes such items as the Blackburn Hamlet Bypass, the Preston/Chaudière connection, Hunt Club Road extension to 417 etc. The new roads dependent on the location of growth (as opposed to amount) include the Britannia Arterial - only to the extent of whether a 2 or 4 lane facility is indicated, a widening of the Fenbank-Richmond connection (once built), the Ottawa River Parkway East, the widening of Regional Road 248, and a Walkley - Hunt Club link. Taken together, these five projects are the total difference between all the "high" options with respect to potential new roadway requirements.

Further, of these five projects, the direction that the regional development strategy discussion paper was leaning towards is an option that shows no requirements for any of these five road projects (discussed below under evaluation of options).

The bottom line is that the majority of transit and road projects are either not related to growth or are common to all the "high" options tested. The necessity and timing of all these projects can be firmed up in the second stage of the official plan review (when the road schedules to the Regional Plan are reviewed in detail).

On this basis it is recommended that:

Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.

Urban Settlement Pattern - Evaluation of Options

As part of the official plan review research leading up to the publication of the Regional Development Strategy discussion paper various optional distributions of population and employment growth were postulated. These so-called "options" were presented in a document entitled Options for Future Growth Ottawa-Carleton, 1981-2001 published in April of 1983. These options were used as the basis for road and transit analyses undertaken by staff under the aegis of an ACPAT subcommittee with representatives from RMOC, NCC, the Ministry of Transportation and Communications (Toronto and Kingston) and the Ministry of Municipal Affairs and Housing (Toronto and Ottawa). The options were also given to the Works Department as the basis for preparing cost estimates of the infrastructure (sewer and water) that would be required to accommodate each option.

It was not the purpose of the options' analyses to "pick" a single winner - but to determine the effect of such things as centralized vs decentralized employment; three population centres outside the Greenbelt vs two etc. And, the conclusions presented in the strategy paper were not based on a single option, but an amalgamation of the advantages of several. In the context of the discursive format of the strategy paper, the details of the evaluation were not presented in preference to highlighting the main conclusions from the exercise.

The strategy discussion paper was criticized for not presenting the results of the options evaluation. Accordingly, a profile of each option, a description of the evaluation measures, and the evaluation results are herein produced as Annex 1 to this report.

From the long list of evaluation measures several key items were highlighted in the strategy report. First was future roadway capacity deficiencies. The measure was used to illustrate the importance of decentralizing employment on reducing the requirements for new roads. The option labelled H8 (in Annex 1) emphasized job growth outside the central area but inside the Greenbelt. Option H6 placed emphasis on achieving the 1974 Regional Plan expectations of 35,000 jobs in Orleans and Kanata. Both H8 and H6 result in an overall reduction in roadway requirements over options with a more centralized employment base - with H6 having the most effect.

The converse of this question was also tested. Options H1 and H4 both assume a relatively large employment base within the central area - the difference being the location of population growth. Option H1 retains approximately 50% of new growth inside the Greenbelt, H4 emphasizes growth in Kanata, Orleans, and Barrhaven. With respect to roadway requirements, H1 is superior to H4 in that the amount of new road projects is reduced. However, the planning staff cannot support H1 since the majority of future residential growth must take place outside the Greenbelt if the requirements for low and medium density housing units are to be met (as explained earlier in this report).

Related to road and transitway improvements are the costs attached to each. The strategy paper highlighted infrastructure costs as another key evaluation measure and underlined the benefits of higher modal split and employment decentralization on reducing roadway costs.

The strategy paper did not highlight other evaluative measures since they show very little meaningful difference between options. There is no clear winner with respect to "transportation performance" measures, nor is there a measureable difference in the overall degree of community impact implied by each option - other than that which is represented by the cost of infrastructure to service the option.

This reliance on costs was criticized in several briefs but it is the staff position that there is no practical way to determine with any degree of confidence the relative degree of community impact implied by each option other than the overall magnitude (cost) of the infrastructure program associated with them and the number of new dwelling units that would have to be absorbed by existing neighbourhoods.

This is, of course, of little comfort to individual community groups that may be impacted by a particular roadway project. But the basic point remains, there is no reliable way to compare the community impact of a Britannia Arterial as against a Vanier Parkway extension, as against a widening of Fisher Avenue, as against the construction of the transitway through Westboro etc unless extremely detailed designs were prepared for each project. This is not practical for the purpose of an official plan review.

The strategy discussion paper simply concludes that, in recognition that all projects impact somebody's backyard, the less overall construction required (i.e. the less disruption), the better the option is from that perspective. Cost is used as a surrogate measure of disruption.

The conclusions reached in the strategy paper, and as confirmed by the evaluation results are as follows:

- the Regional Development Strategy should be based on providing direction as to how to accommodate the "high" level of growth (i.e. the "L1" option cannot be supported);
- although the intensification of use on urban lands is supported, the majority of residential growth will need to occur outside the Greenbelt (i.e. since growth inside the Greenbelt will not occur to the level represented by the "H1" option it cannot be supported as a realistic alternative);
- the benefit of decentralizing employment is confirmed. This includes the encouragement of employment growth in areas outside the central area but inside the Greenbelt ("H8" option) and in the urban communities outside the Greenbelt (the "H6" option).

The relative benefit of designating additional lands south of the Greenbelt as opposed to expanding Orleans and Kanata beyond 100,000 was not tested directly (i.e. community sizes beyond 100,000 were not tested for Kanata and Orleans). However, community sizes of up to 60,000 were tested in the south (in Nepean). The basis for the recommendation to designate additional land in the south as against expansion of Kanata and Orleans is given above.

It is recommended that:

The Regional Development Strategy be based on an urban settlement pattern that recognizes the need for continued growth outside the Greenbelt, directs some of that growth south of the Greenbelt to balance transportation flows around the periphery of the Greenbelt, and encourages future employment growth to occur outside the central area.

Protection of Natural Resources

The Regional Development Strategy discussion paper put forward the conclusion that, in large part, agricultural resources had been preserved and that further rural growth could be permitted if firm policies were established to protect the rural resource base (including agricultural, mineral and environmental resource lands).

There was some criticism raised in the briefs of the actual track record of agricultural land protection in Ottawa-Carleton and several comments were made in support of further protection through the control of rural growth and the designation of agricultural zones.

The development of rural policies, which is the subject of a separate but related part of the official plan review, and the development of agricultural resource policies which is now underway, will provide the mechanism for addressing most of the rural issues related to agricultural lands.

With respect to mineral resource lands and environmental resource lands, these have been the subject of major planning studies in recent years resulting in amendments to the Regional Plan. Accordingly, they will not be addressed during the current official plan review.

As a strategic matter, what is important is to reconfirm the protective stance taken towards resource lands. It is therefore recommended that:

The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during a subsequent phase of the official plan review, recognize the primary importance of these resources.

Villages and the Extension of Urban Services

The future of various villages (eg. Stittsville, Notre Dame des Champs, Manotick) was raised in several briefs. There were comments by those in favour of restricting growth, and from those wishing to expand growth in villages.

The position taken in the Regional Plan is that village growth is largely a local planning issue. The Regional Development Strategy discussion paper, however, did highlight a growing distinction between the region's villages - based on their proximity to the urban area and the extension of piped services (sewer and water).

Although the planning for villages is still judged to be largely a local matter it is the staff's view that the extension of piped services to a village on the boundary of the urban area is of regional concern and that this signals the ultimate conversion of the village from a rural community to one of a principally urban character.

The regional concerns relate to the orderly and efficient provision of piped services and the possible impact these mini-urban centres may have on the development of other urban areas within the region. It is therefore appropriate that the decision to service such areas be a matter for Regional Council to address through its plan, and once recognized as a serviced village, these communities should be subject to the same Regional Plan policies that guide urban growth.

It is therefore recommended that:

The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to the urban development policies of the Regional Plan.

Rural Growth

As mentioned earlier, rural development policies are the subject of a separate, but related, study within the overall official plan review exercise. The rural part of the official plan policy work is well advanced and has been the subject of numerous discussions and presentations to rural Councils and planning staff.

What has been isolated for specific attention at the "strategy stage" to this point in this present report are the questions of the impact of rural growth on the resource base and the future of certain villages lying in close proximity to the urban area.

One final strategic issue remains. This relates to the overall amount (or rate) of rural growth per se. Is it of strategic significance?

Over the past decade the rate of rural growth has fluctuated (as has the urban rate) but in rough numbers the proportion of rural to urban population has held at 1:10. The staff take the position that this ratio should be adopted, in principle, as an overall upper limit on rural growth. The 1974 Regional Plan takes the position that some amount of rural growth should be permitted for the residential accommodation of those employed in rural economic activities, and to provide in some degree for alternative lifestyles. An overwhelming amount of growth would interfere with both. Several of the briefs presented at the public hearing touched upon the preservation of rural communities and the inability of these communities to absorb large amounts of growth while still retaining their rural flavour and values.

With large amounts of growth in the rural area there would also be a growing problem of providing services to this population and this form of dispersed settlement pattern would lead to an overall increase in the rate of land consumption.

Therefore it is recommended that:

The Regional Development Strategy be based on the principle that overall growth in the rural areas of the region will not exceed ten percent of total regional growth.

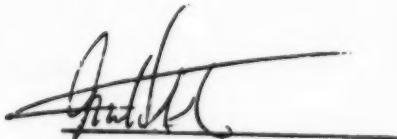
Summary of Recommendations

This report has attempted to respond to many of the issues raised in the submissions to the 29 May 84 public hearing concerning the Regional Development Strategy discussion paper and bring focus to the issues by advancing a series of recommendations for the consideration of Planning Committee. A decision on these issues will enable staff to finalize the strategy stage. Future work can then concentrate on the second stage of the official plan review which will result in policy development.

In summary, the staff recommendations are as follows:

1. The Regional Development Strategy be prepared on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.
2. The Regional Development Strategy be prepared on the basis that the majority of new households to 2001 will require low and medium density ground-oriented housing, the bulk of which will be accommodated on lands outside the Greenbelt.
3. The Regional Development Strategy be based on the designation of sufficient additional urban lands to meet the high growth projection to 2001.
4. The Regional Development Strategy be based on the premise that a major growth centre (or centres) will be developed south of the Greenbelt; the future location, configuration, and the timing of its (their) release to be the subject of further study.
5. The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.
6. The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.
7. Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.

8. The Regional Development Strategy be based on an urban settlement pattern that recognizes the need for continued growth outside the Greenbelt, directs some of that growth south of the Greenbelt to balance transportation flows around the periphery of the Greenbelt, and encourages future employment growth to occur outside the central area.
9. The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during a subsequent phase of the official plan review, recognize the primary importance of these resources.
10. The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to the urban development policies of the Regional Plan.
11. The Regional Development Strategy be based on the principle that overall growth in the rural areas of the region will not exceed ten percent of total regional growth.



J.M. Wright
Planning Commissioner

EVALUATION OF OPTIONS:

REGIONAL DEVELOPMENT STRATEGY

EVALUATION OF OPTIONS

(Annex 1 to 26 June 84 Report to Planning Committee
on the Regional Development Strategy;
Conclusions and Recommendations)

Introduction

Several of the briefs submitted to the 29 May 84 public hearing indicated that a major weakness of the Regional Development Strategy discussion paper was that it did not provide the details of the evaluation exercise (i.e. the evaluation of the various "OPTIONS", discussed in a previous report entitled: Options for Future Growth, Ottawa-Carleton, 1981-2001, April 1983).

The "Options" report (op. cit.) presented 15 specific possible allocations of population and employment levels. Nine of these were based on the same "high" projections (i.e. same regional totals) and six of these were based on the same "low" projections (i.e. same regional totals).

Of the 15 options, six were eventually selected for detailed testing and evaluation; five of which were various "high" options, and one which was a "low". (It was found that any given "low" at 2001 approximated its companion "high" forecast at 1991 - eg. L1 at 2001 was very similar to H1 at 1991).

The selected options were subject to transportation analyses and impact analyses under the aegis of an ACPAT subcommittee - the evaluation measures were developed and executed by the TRANS study team. These groups consist of representatives from the staffs of the RMOC Planning and Transportation Departments, CRO and the NCC - and in the case of ACPAT, there are representatives from MTC and MMAH as well. The cost estimates for the requisite infrastructure were developed by the region's Transportation and Works Departments.

Evaluation of broad brush options is a most difficult task since it is the impact of the option on the entire urban system - in the aggregate - that has to be measured. Unlike a route selection study that can evaluate specific road alignments within a chosen corridor in detail, the options evaluation for the Official Plan Review is much more of a "systems" analysis.

This Annex sets out the basic data related to the evaluation exercise, consisting of a brief written description of the six options that were selected for testing; a presentation of the numerical characteristics of these options (population, dwelling units and employment); followed by the evaluation measures and results; and finally, some definitions for a few of the most complex evaluation measures.

It is important to reiterate the position taken in Regional Development Strategy discussion paper. The object of testing particular Options was not to select a "winner". Rather, the testing and evaluation indicated directions (such as employment decentralization) that have benefit across the entire urban system. In this sense, several options had particular strengths - for example the concentration of dwelling units inside the Greenbelt is of benefit (to the extent it can be achieved), the decentralization of employment growth to the urban communities outside the Greenbelt is of benefit (to the extent it can be achieved), and increased transit ridership is of benefit (to the extent it can be achieved).

The bottom line is there is no clear "winner" among the options. The final development strategy should, to the extent possible, draw upon the strengths of them all.

DESCRIPTION OF OPTIONS

Six OPTIONS were selected as representative of the range of population and employment distributions which could occur by the turn of the century in the Ottawa-Carleton region.

Five OPTIONS describe the upper end of the projection spectrum and are identified by the letter "H". The variation between OPTIONS represents alternative ways of spatially distributing the projected increase between 1981 and 2001 of 176,000 persons, 90,000 dwellings and 190,000 jobs.

One OPTION identified by the letter "L" captures the lower end of the projection spectrum. This OPTION offers one alternative of spatially distributing the projected increase of 76,000 persons, 55,000 dwellings and 59,000 jobs associated with the low projection assumptions.

H1, is characterized by a large population concentrated inside of the inner limits of the greenbelt (491,000 persons) in conjunction with a large concentration of employment in the Central area of the City of Ottawa (110,000 jobs). [The Central area is bounded by Bronson, Gloucester, Laurier east of the canal, King Edward, St. Patrick and the Ottawa River].

H4, is characterized by a large population in the east (Orleans) and west (Kanata) urban communities (100,000 in each), in combination with centralized employment concentrated in the Central area of the City of Ottawa (110,000 jobs).

H6, is characterized by a large population in the east (Orleans) and west (Kanata) urban communities (100,000 each) combined with large employment (35,000 jobs) in these communities.

H7, is characterized by significant growth in the south urban community, in this case in South Nepean (62,000 persons), combined with centralized employment, concentrated in the Central area of the City of Ottawa (110,000 jobs).

H8, is characterized by significant growth in the south urban community, in South Nepean (62,000 persons), combined with decentralized employment growth within the inner limits of the Greenbelt but outside the Greater Central area of the City of Ottawa. [The Greater Central area is bounded by Bronson, Queensway, Rideau River and the Ottawa River].

L1, is characterized by a much smaller overall level of growth. Almost half of the increase in dwellings is located inside the inner limits of the Greenbelt. This population and dwelling distribution is combined with centralized employment, concentrated in the Central Area of the City of Ottawa [i.e. this OPTION is similar to the H1 OPTION, except that it is based on a lower level of projected population, dwellings and employment].

CHARACTERISTICS OF OPTIONS

MEASURE	BASE YEAR 1981	OPTION (YEAR 2001)					
		L1/L	H1/H	H4/H	H6/H	H7/H	H8/H
POPULATION, DWELLINGS AND EMPLOYMENT CHARACTERISTICS							
I. POPULATION R.H.O.C. TOTAL TOTAL INSIDE THE GREENBELT	546,900 443,100	623,595 452,470	725,595 490,930	729,124 451,012	729,124 451,012	727,015 451,012	727,015 451,102
• CENTRAL AREA	4,203	6,812	7,419	7,545	7,545	7,545	7,545
• GREATER CENTRAL AREA	44,003	44,694	45,590	45,107	45,107	45,107	45,107
TOTAL OUTSIDE THE GREENBELT	103,800	170,740	234,665	278,112	278,112	199,453	199,453
• EAST URBAN COMMUNITY	23,300	51,935	68,706	96,100	96,100	76,550	76,550
• WEST URBAN COMMUNITY	18,500	41,530	73,117	96,998	96,998	76,565	76,565
• SOUTH URBAN COMMUNITY	8,700	17,218	21,563	22,001	22,001	62,000	62,000
• RURAL	53,300	60,057	71,279	63,013	63,013	60,885	60,888
II. DWELLINGS (TOTAL) TOTAL INSIDE THE GREENBELT	201,553 170,338	256,248 197,863	291,929 211,893	291,123 195,038	291,123 195,038	290,489 195,053	290,489 195,053
• CENTRAL AREA	2,644	4,436	4,917	4,909	4,909	4,090	4,909
• GREATER CENTRAL AREA	23,874	26,337	26,792	26,544	26,544	26,544	26,544
TOTAL OUTSIDE THE GREENBELT	31,215	58,385	80,036	96,085	96,085	95,436	95,436
• EAST URBAN COMMUNITY	6,624	17,602	23,339	32,065	32,065	25,740	25,740
• WEST URBAN COMMUNITY	5,320	13,845	24,698	34,975	28,175	28,175	28,175
• SOUTH URBAN COMMUNITY	2,653	5,893	7,387	7,327	7,327	19,795	19,795
• RURAL	16,618	21,045	24,621	21,718	21,718	21,726	21,726
TOTAL UNITS ADDED BY 2001	-	54,659	90,376	89,570	89,570	86,936	88,936
• TOTAL ADDED INSIDE GREENBELT	-	27,525	41,555	24,700	24,700	24,715	24,715
• TOTAL ADDED OUTSIDE GREENBELT	-	27,170	48,821	64,870	64,870	64,221	64,221
TOTAL GROUND-ORIENTED UNITS TOTAL INSIDE THE GREENBELT	128,872 97,984	166,982 111,751	190,617 115,704	193,491 108,134	193,491 108,134	192,865 108,134	192,865 108,134
• CENTRAL AREA	300	300	302	300	300	300	300
• GREATER CENTRAL AREA	4,758	4,799	5,000	4,758	4,758	4,758	4,758
TOTAL OUTSIDE THE GREENBELT	30,888	55,231	74,913	85,357	85,357	84,731	84,731
• EAST URBAN COMMUNITY	6,584	16,062	21,429	29,680	29,680	23,590	23,590
• WEST URBAN COMMUNITY	5,238	13,093	22,716	27,409	27,409	21,025	21,025
• SOUTH URBAN COMMUNITY	2,653	5,263	6,502	6,855	6,855	18,695	18,695
• RURAL	16,413	20,813	24,266	21,413	21,413	21,421	21,421
TOTAL GROUND-ORIENTED UNITS ADDED BY 2001	-	38,110	61,745	64,619	64,619	63,993	63,993
• TOTAL ADDED INSIDE GREENBELT	-	13,767	17,720	10,150	10,150	10,150	10,150
• TOTAL ADDED OUTSIDE GREENBELT	-	24,343	44,025	54,469	54,469	53,843	53,843
TOTAL NON GROUND-ORIENTED UNITS TOTAL INSIDE THE GREENBELT	72,681 72,354	89,266 86,112	101,321 96,189	97,632 86,904	97,632 86,904	97,624 86,919	97,624 86,919
• CENTRAL AREA	2,344	4,136	4,615	4,609	4,609	4,609	4,609
• GREATER CENTRAL AREA	19,116	21,538	21,792	21,786	21,786	21,786	21,786

CHARACTERISTICS OF OPTIONS (cont'd)

MEASURE	BASE YEAR 1981	OPTION (YEAR 2001)					
		L1/L	H1/H	H4/H	H6/H	H7/H	H8/H
POPULATION, DWELLINGS AND EMPLOYMENT CHARACTERISTICS							
II. DWELLINGS (TOTAL) (cont'd)							
TOTAL OUTSIDE THE GREENBELT	327	3,154	5,132	10,728	10,728	10,705	10,705
• EAST URBAN COMMUNITY	40	1,540	1,910	2,385	2,385	2,150	2,150
• WEST URBAN COMMUNITY	82	752	1,982	7,566	7,566	7,150	7,150
• SOUTH URBAN COMMUNITY	-	630	885	472	472	1,100	1,100
• RURAL	205	232	355	305	305	305	305
TOTAL NON GROUND-ORIENTED UNITS ADDED BY 2001	-	16,585	28,640	24,951	24,951	24,943	24,943
• TOTAL ADDED INSIDE GREENBELT	-	13,758	23,835	14,550	14,550	14,565	14,565
• TOTAL ADDED OUTSIDE GREENBELT	-	2,827	4,805	10,401	10,401	10,378	10,378
III. EMPLOYMENT							
TOTAL (RMDC)	293,700	353,000	443,000	443,000	442,960	443,310	443,000
TOTAL INSIDE GREENBELT	272,400	322,000	393,800	387,870	350,660	389,110	390,690
• CENTRAL AREA	68,883	88,000	110,000	110,000	93,310	110,000	88,000
• GREATER CENTRAL AREA	102,600	126,000	150,000	150,000	134,960	150,000	126,000
TOTAL OUTSIDE GREENBELT	21,300	31,000	49,200	55,130	92,300	54,200	52,310
• EAST URBAN COMMUNITY	2,300	5,000	8,000	11,000	35,000	10,000	10,000
• WEST URBAN COMMUNITY	7,200	13,000	20,000	23,000	35,000	21,000	21,000
• SOUTH URBAN COMMUNITY	500	1,000	6,000	6,000	7,300	9,000	9,000
• RURAL	11,300	12,000	15,200	15,130	15,000	14,200	12,310

OPTIONS EVALUATION MEASURES

MEASURE	BASE YEAR 1981	OPTION (YEAR 2001)					
		L1/L	H1/H	H4/H	H6/H	H7/H	H8/H
A. TRANSPORTATION SYSTEM PERFORMANCE MEASURES							
I. AVERAGE WEEKDAY TRIP LENGTH DISTRIBUTION							
• P.M. PEAK HOUR AUTO - MINUTES	23.1	22.7	23.4	23.7	23.7	23.7	23.5
• P.M. PEAK HOUR AUTO - KILOMETRES	9.7	10.4	10.8	11.0	10.9	11.1	11.0
• P.M. PEAK HOUR TRANSIT - MINUTES	31.9	31.8	32.4	32.9	32.6	32.5	33.7
• P.M. PEAK HOUR TRANSIT - KILOMETRES	7.4	8.0	8.3	8.8	8.5	8.5	8.9
• 24 HOUR AUTO - MINUTES	20.6	20.3	20.9	21.2	21.1	21.2	21.2
• 24 HOUR AUTO-KILOMETRES	8.7	9.3	9.6	9.8	9.7	9.9	9.9
II. TOTAL ANNUAL WEEKDAY VEHICLE HOURS OF TRAVEL (MILLIONS OF VEHICLE HOURS)							
• P.M. PEAK HOUR AUTO	8.5	10.5	12.6	12.8	13.0	12.9	12.8
• P.M. PEAK HOUR TRANSIT	0.1	0.2	0.2	0.2	0.2	0.2	0.2
• 24 HOUR AUTO	111	134	159	161	161	161	163
III. TOTAL ANNUAL WEEKDAY VEHICLE KILOMETRES OF TRAVEL (MILLIONS OF VEHICLE-KILOMETRES)							
• P.M. PEAK HOUR AUTO	215	290	349	357	358	362	359
• P.M. PEAK HOUR TRANSIT	2.0	2.6	3.0	3.2	2.9	2.9	3.1
• 24 HOUR AUTO	2,820	3,702	4,401	4,498	4,453	4,520	4,573
IV. TOTAL ANNUAL WEEKDAY FUEL CONSUMPTION (MILLIONS OF LITRES)							
• P.M. PEAK HOUR AUTO	41	53	64	65	65	66	65
• P.M. PEAK HOUR TRANSIT	3.3	4.3	5.0	5.3	5.0	4.9	5.1
V. TOTAL ANNUAL WEEKDAY AIR POLLUTANT EMISSIONS (THOUSANDS OF TONNES)							
• CARBON MONOXIDE EMISSIONS IN P.M. PEAK HOUR	10.0	12.7	15.3	15.6	15.7	15.7	15.5
• CARBON MONOXIDE EMISSIONS - 24 HOUR BASIS	130	162	192	196	195	196	198
• HYDRO CARBON EMISSIONS IN P.M. PEAK HOUR	0.6	0.8	0.9	0.9	0.9	0.9	0.9
• HYDRO CARBON EMISSIONS - 24 HOUR BASIS	7.7	9.7	11.5	11.7	11.6	11.7	11.8
VI. P.M. PEAK HOUR MODAL SPLIT							
• TOTAL P.M. PEAK HOUR TRANSIT TRIPS	51,500	62,500	69,200	69,400	67,700	67,000	67,000
• OVERALL P.M. PEAK HOUR MODAL SPLIT (%)	30	30	30	30	30	30	30
TOTAL P.M. PEAK HOUR MODAL SPLIT (%) BY TRIP PURPOSE							
• HOME-BASED WORK TRIPS	36	37	37	37	37	37	37
• HOME-BASED OTHER TRIPS	25	26	25	25	25	25	25
• NON HOME-BASED TRIPS	6	6	6	6	6	6	6

OPTIONS EVALUATION MEASURES

MEASURE	BASE YEAR 1981	OPTION (YEAR 2001)					
		L1/L	H1/H	H4/H	H6/H	H7/H	H8/H
A. TRANSPORTATION SYSTEM PERFORMANCE MEASURES (cont'd)							
VI. P.M. PEAK HOUR MODAL SPLIT(cont'd)							
P.M. PEAK HOUR OUTBOUND MODAL SPLIT BY SCREENLINE (%)							
• RIDEAU RIVER NORTH	25	25	25	25	25	25	25
• RIDEAU RIVER CENTRAL	36	37	37	37	37	37	38
• RIDEAU RIVER SOUTH	14	14	14	14	14	17	15
• RIDEAU CANAL	38	39	39	39	38	38	38
• EAGLESON SIDE ROAD	13	21	25	30	27	28	26
• WESTERN PARKWAY/WOODROFFE	27	27	28	28	27	28	27
• CPR	44	45	44	45	44	44	45
• GREEN CREEK	26	29	29	31	28	39	29
• CNR WEST	23	23	23	23	23	25	25
• FALLOWFIELD	12	15	15	15	17	16	17
• CNR EAST-WALKLEY ROAD	18	21	21	21	23	23	23
• LEITRIM-RANSAYVILLE	0	0	0	0	0	0	0
• OTTAWA RIVER	22	22	22	22	22	22	22
VII. TRANSIT EFFICIENCY		NOT RESOLVED					
VIII. ACCESSIBILITY		RANKED APPROXIMATELY EQUAL					
IX. P.M. PEAK HOUR AUTO VEHICLE VOLUME TO CAPACITY RATIO BY SCREENLINE							
• RIDEAU RIVER NORTH	0.42	0.63	0.67	0.65	0.63	0.60	0.60
• RIDEAU RIVER CENTRAL	0.86	0.93	1.03	1.03	0.96	0.98	0.96
• RIDEAU RIVER SOUTH	0.90	0.68	0.82	0.80	0.75	0.89	0.96
• RIDEAU CANAL	0.85	0.94	1.06	1.03	0.94	1.04	0.94
• EAGLESON SIDE ROAD	0.60	0.64	0.87	0.99	0.87	0.87	0.90
• WESTERN PARKWAY/WOODROFFE	0.89	1.17	1.40	1.44	1.37	1.37	1.35
• CPR	0.74	0.80	0.91	0.92	0.89	0.96	0.89
• GREEN CREEK	0.64	1.10	1.35	1.62	1.17	1.38	1.40
• CNR WEST	0.73	0.64	0.69	0.65	0.62	0.91	0.78
• FALLOWFIELD	0.38	0.41	0.46	0.45	0.42	0.89	0.72
• CNR EAST-WALKLEY ROAD	0.50	0.78	0.94	0.72	0.70	0.84	0.80
• LEITRIM-RANSAYVILLE	0.21	0.27	0.30	0.28	0.27	0.28	0.28
• OTTAWA RIVER	0.64	0.71	0.88	0.88	0.88	0.88	0.88

OPTIONS EVALUATION MEASURES

MEASURE	BASE YEAR 1981	OPTION (YEAR 2001)					
		L1/L	H1/H	H4/H	H5/H	H7/H	H8/H
B. LAND USE/TRANSPORTATION IMPACT							
- LOSS OF OPEN SPACE - LOSS OF FARMLAND - IMPACT ON SOCIAL PATTERNS - IMPACT ON LOCAL STREET SYSTEM - AESTHETIC QUALITY (COMPATIBILITY WITH LAND USES)		SEE PAGES (ix) and (x)					
C. TRANSPORTATION IMPLEMENTATION		NOT RESOLVED					
D. TRANSPORTATION COSTS IN MILLION \$	TO MEET EXISTING NEEDS (1983)						
I. TOTAL TRANSPORTATION COSTS	355	570	760	829	770	800- 850	800- 850
INCREASE IN COST RELATED TO GROWTH	-	215	405	474	415	445- 495	445- 495
II. TOTAL TRANSPORTATION COSTS INSIDE THE INNER LIMITS OF THE GREENBELT	351.4	453.4	478.4	483.4	478.4	478.4	478.4
INCREASE IN COST RELATED TO GROWTH	-	102	127	132	127	127	127
III. TOTAL TRANSPORTATION COSTS THROUGH AND OUTSIDE THE GREENBELT	3.6	116.6	281.6	345.6	291.6	321.6- 371.6	321.6- 371.6
INCREASE IN COST RELATED TO GROWTH	-	113	278	342	288	318- 368	318- 368
IV. TOTAL ROAD IMPROVEMENT COSTS	155	330	450	519	460	490	490
INCREASE IN COST RELATED TO GROWTH	-	175	295	364	305	335	335
V. TOTAL ROAD IMPROVEMENT COSTS INSIDE THE INNER LIMITS OF THE GREENBELT	151.4	213.4	238.4	243.4	238.4	238.4	238.4
INCREASE IN COST RELATED TO GROWTH	-	62	87	92	87	87	87
VI. TOTAL ROAD IMPROVEMENT COSTS THROUGH AND OUTSIDE THE GREENBELT	3.6	116.6	211.6	275.6	221.6	251.6	251.6
INCREASE IN COST RELATED TO GROWTH	-	113	208	272	218	248	248
VII. TOTAL TRANSITWAY COSTS	200	240	310	310	310	310- 360	310- 360
INCREASE IN COST RELATED TO GROWTH	-	40	110	110	110	110- 160	110- 160
VIII. TOTAL TRANSITWAY COSTS INSIDE THE INNER LIMIT OF THE GREENBELT	200	240	240	240	240	240	240
INCREASE IN COST RELATED TO GROWTH	-	40	40	40	40	40	40

OPTION EVALUATION MEASURES

MEASURE	BASE YEAR	OPTION (YEAR 2001)					
		L1/L	H1/H	H4/H	H6/H	H7/H	H8/H
D. TRANSPORTATION COSTS IN MILLION \$ (cont'd)	TO MEET EXISTING NEEDS (1983)						
IX. TOTAL TRANSITWAY COSTS THROUGH AND OUTSIDE THE GREENBELT	-	-	70	70	70	70- 120	70- 120
. INCREASE IN COST RELATED TO GROWTH	-	-	70	70	70	70- 120	70- 120
E. TOTAL INCREMENTAL COSTS ASSOCIATED WITH SEWAGE TREATMENT-PLANT EXPANSION, SEWERS, WATER SYSTEM AND SECONDARY TREATMENT IN MILLION \$	22.95	190.4	213.4	215.7	215.7	242.4	242.4
I. SEWAGE TREATMENT-PLANT EXPANSION COSTS (MILLION \$)							
. TOTAL COSTS	-	30.5	30.5	30.5	30.5	30.5	30.5
. INSIDE THE GREENBELT	-	16.7	15.4	8.9	8.9	9.0	9.0
. WEST URBAN COMMUNITY	-	5.2	7.2	10.7	10.7	8.3	8.3
. SOUTH URBAN COMMUNITY	-	2.0	1.7	1.7	1.7	6.2	6.2
. EAST URBAN COMMUNITY	-	6.6	6.2	9.2	9.2	7.0	7.0
II. SEWER COSTS (MILLION \$)							
. TOTAL COSTS	-	65.0	66.0	66.8	66.8	82.0	82.0
. INSIDE THE GREENBELT	-	8.4	8.4	8.4	8.4	8.4	8.4
. WEST URBAN COMMUNITY	-	33.3	34.3	35.1	35.1	34.3	34.3
. SOUTH URBAN COMMUNITY	-	23.3	23.3	23.3	23.3	39.3	39.3
. EAST URBAN COMMUNITY	-	-	-	-	-	-	-
III. WATER TREATMENT EXPANSION COSTS (MILLION \$)							
. TOTAL COSTS	22.95	36.5	58.5	60.0	60.0	71.5	71.5
. INSIDE THE GREENBELT	20.0	20.0	20.0	20.0	20.0	20.0	20.0
. WEST URBAN COMMUNITY	0.3	0.5	16.5	18.0	18.0	16.5	16.5
. SOUTH URBAN COMMUNITY	1.6	7.0	7.0	7.0	7.0	20.0	20.0
. EAST URBAN COMMUNITY	1.05	9.0	15.0	15.0	15.0	15.0	15.0
IV. SECONDARY TREATMENT COSTS (MILLION \$)							
. TOTAL COSTS	-	50.0	50.0	50.0	50.0	50.0	50.0
. INSIDE THE GREENBELT	-	42.1	39.7	35.8	35.8	36.3	36.3
. WEST URBAN COMMUNITY	-	2.9	4.6	6.5	6.5	5.2	5.2
. SOUTH URBAN COMMUNITY	-	1.3	1.4	1.4	1.4	3.7	3.7
. EAST URBAN COMMUNITY	-	3.7	4.3	6.0	6.0	4.8	4.8

OPTIONS EVALUATION MEASURES

IMPACT OF INCREMENTAL TRANSPORTATION SOLUTIONS ON LAND USE (LAND USE/TRANSPORTATION IMPACT)

The provision of additional transportation capacity especially through the construction of new road links or the widening of existing roadways can impact heavily on the social and physical environment.

The TRANS study team comprised of technical representatives from the Ottawa-Carleton Planning and Transportation Departments, the National Capital Commission and the Communauté Régionale de l'Outaouais attempted to evaluate the performance of the various OPTIONS with respect to the impacts that transportation solutions might have on the social and physical environment in the Ottawa-Carleton region.

A subjective rating scale was used to evaluate the perceived social and physical impacts resulting from the introduction of the different transportation network solutions necessitated by various OPTIONS. The rating was from one to five where "one" indicated the least impact and "five" indicated the highest negative impact (in relative terms).

Five qualitative categories of impact were determined:

- 1) the loss of open space resulting from either expansion to existing facilities or the construction of new facilities;
- 2) the loss of park land (similar to 1);
- 3) the impact on the local street system;
- 4) the impact on social patterns, and;
- 5) the compatibility of the transportation solution with existing land uses.

The rating scores for OPTIONS L1, H1, H4, H6 and H7 are shown in Table 1. H8 was not available at the time the evaluation was being conducted by the TRANS team.

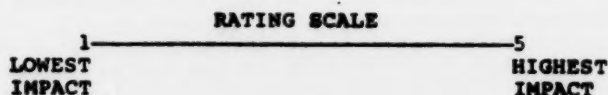
It must be underlined that certain transportation network improvements were considered to be in place by the year 2001 as part of the TRANS model input assumptions. Thus certain controversial facilities such as the Vanier Parkway extension were assumed for transportation modelling purposes to be part of the 2001 transportation road network (a complete list of those facilities required to bring the road system up to standard or common to all High Options is provided at Tables 5 and 6 in the Transportation Department's report - May 84). Therefore, the impact scores shown in Table 1 relate only to those additional transportation elements required by an OPTION over the assumed 2001 road and transit network. These additional facilities were based on noted deficiencies in road capacity after attaining the revised policy guideline modal splits or were required for transportation operational network integrity. (See the Transportation Department's report entitled: Transportation Component of the Regional Development Strategy, May 84, for more information).

The scores shown in Table 1 indicate that overall the least impact is associated with the low projection OPTION L1; this is not unexpected.

Of the high projection OPTIONS H6 appears to impact the least on the social and physical environment overall* while OPTION H4 displays the highest impact. The difference between OPTIONS H4 and H6 is not population level (both assume an East and West urban community of 100,000 persons) but the assumed level of employment. H6 assumes 35,000 jobs in the East and West while H4 assumes 11,000 jobs in the East and 23,000 jobs in the west. Clearly, if the communities achieve the population and employment relationship of the H6 Option, fewer transportation facilities are required. If this relationship is not achieved then more facilities are required with the concomitant increase in social and physical environmental impacts.

TABLE 1						
IMPACT OF <u>INCREMENTAL</u> TRANSPORTATION SOLUTIONS						
RATING SOURCES						
MEASURE	L1	OPTIONS				
		H1	H4	H6	H7	H8 ¹
LOSS OF OPEN SPACE	1	3	5	2	4	-
LOSS OF PARKLAND	1	3	5	2	4	-
IMPACT ON SOCIAL PATTERNS	3	3	3	2	2	-
IMPACTS ON LOCAL STREET SYSTEM	3	4	2	3	3	-
AESTHETIC QUALITY (COMPATIBILITY WITH LAND USES)	2	4	4	2	3	-
TOTALS	10	17	19	11	16	-

¹Not evaluated



*It is important to stress that these scores indicate overall impact across all neighbourhoods; they are aggregate scores.

DEFINITIONS: TRANSPORTATION SYSTEM PERFORMANCE MEASURES

I. AVERAGE WEEKDAY TRIP LENGTH DISTRIBUTION

A reflection of the amount of road and transit network that must be supplied for each OPTION. Average T.L.D. is considered only for weekday conditions, since relatively fewer Saturday and Sunday trips are work based. Therefore, system-wide congestion normally does not occur on these two days. Average trip length distribution is measured with respect to travel time (minutes) and travel distance (kilometres). Average trip length distributions are calculated for total person trips made on a 24 hour basis, total afternoon peak hour auto vehicle trips and afternoon peak hour transit person trips. (Note that trip length is independent of the type of vehicle in which the trip is made).

II. TOTAL ANNUAL WEEKDAY VEHICLE HOURS OF TRAVEL

This measure is a function of the average travel time T.L.D. for each of the three trip categories. The categories are: afternoon peak hour auto trips, afternoon peak hour transit trips and all auto trips on a 24 hour basis. The measure is considered only for weekday conditions. It represents the total amount of in-vehicle travel for a given year, where only the weekdays are considered. As can be expected the figure is quite large.

III. TOTAL ANNUAL WEEKDAY VEHICLE KILOMETRES OF TRAVEL

Analogous to II - total annual weekday vehicle hours of travel but taken with respect to travel distance T.L.D.'s again, the figure is quite large.

IV. TOTAL ANNUAL WEEKDAY FUEL CONSUMPTION

Energy usage is measured by litres of fuel consumed for each trip category (auto and transit). The period is one year - all weekdays. The calculation is only made for the afternoon peak hour driving period.

V. TOTAL ANNUAL WEEKDAY AIR POLLUTANT EMISSIONS

The amount of vehicle-produced air pollution measured in tonnes for the total weekdays in a year. Two types of emissions are considered - carbon monoxide and hydrocarbons. The amount produced is calculated for a 24 hour basis and for the afternoon peak hour.

VI. P.M. PEAK HOUR MODAL SPLIT

Transit ridership in the afternoon peak hour is expressed in four ways:

- 1) Total afternoon peak hour transit trips made in the study area.
- 2) Total afternoon peak hour modal split (or transit share) is the total proportion transit trips comprise expressed as a percentage, of all trips (transit + auto person trips).
- 3) Total afternoon peak hour modal split by trip purpose. Three types of trips are considered: Home-based work trips, home-based other trips, and non home-based trips. The proportion transit trips comprise of total trips by purpose is calculated for each of the trip purposes.

- 4) Total afternoon peak hour modal split is calculated for each of 13 strategic screenlines in Ottawa-Carleton.

Modal split is the percent of trips made by transit. A screenline is an imaginary line, drawn across one or more roads or transitways. Screenlines are located strategically throughout the study area and are used as convenient points to monitor travel and discern travel patterns.

VII. P.M. PEAK HOUR AUTO VEHICLE VOLUME
TO CAPACITY RATIO BY SCREENLINE

The volume to capacity of a particular road or screenline is an important road system efficiency measure. The traffic volume expected to use the road or roads comprising a screenline is compared to the vehicular capacity of the road or screenline. The service standard used in the Official Plan review is defined as the point (for each road or screenline) at which the ratio of volume to capacity is 0.90. A deficiency occurs when existing or projected volume on a road or screenline exceeds 90% of capacity. This deficiency results in increased traffic congestion and ultimately to increased costs; not just in supplying new roads but costs can be measured in terms of travel time, fuel consumed and pollution generated.

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Department

Département
de l'Urbanisme

24 Oct 84

14.261



REPORT TO PLANNING COMMITTEE

REGIONAL DEVELOPMENT STRATEGY

SUMMARY

On 16 and 23 Oct 84 Planning Committee received approximately 50 briefs on the first stage of a two stage process to review the Official Plan. Based on the work to date and what was received and heard the following is recommended:

1. The Regional Development Strategy be on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century, with the expectation of additional growth beyond 2001 and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.
2. The Regional Development Strategy be on the basis that the number of additional housing units required to 2001 will be in the range of 65,000 to 100,000 units, that a mixture of low, medium, and high density housing forms will be provided, and that a variety of housing types both inside and outside the Greenbelt will best accommodate the housing requirements of this century.
3. The Regional Development Strategy be based on policies which ensure sufficient growth potential, within the Region including the designation of sufficient urban lands, as required, to meet the high growth projection to 2001.
4. The Regional Development Strategy be on the basis of complete development inside the greenbelt and three urban communities of approximately equal size, east, west and south outside the greenbelt; the future location, configuration and timing of urban lands additional to those now designated as Phase 1 lands outside the greenbelt to be the subject of a further study.
5. The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.
6. The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.

7. Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.
8. Staff recommend that recommendation 8 be withdrawn.
9. The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during the second stage of the official plan review, recognize the primary importance of these resources.
10. The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to the urban development policies of the Regional Plan.
11. The Regional Development Strategy be based on the principle that the amount of growth in the rural areas of the region be planned to occur in relation to overall growth in the Region.

PROCESS

12. The process outlined on P. 12 be confirmed which would result in a draft official plan for discussion (excluding the transportation chapter) being available in May 1985.

OTHER RECOMMENDATIONS

13. The staff as part of Stage 2 of the Official Plan Review investigate the desirability and feasibility of a) increased growth inside the greenbelt as contemplated by the City of Ottawa and b) increasing the size of the East Urban Community as contemplated by the Township of Cumberland.
14. In order that 13a) can be carried out the City of Ottawa be requested to confirm the Regional staff's allocation of 34,000 dwelling units or to recommend an alternate allocation consistent with their brief, by the end of December 1984.

BACKGROUND

On 26 Jun 84 Planning Committee received eleven recommendations from staff regarding the Regional Development Strategy (being the first of two stages of the Regional Official Plan Review). The eleven recommendations were based on a discussion paper published in March 1984 and the comments and briefs received from the public, agencies and area municipalities in response to that discussion paper (public hearing held 29 May 84).

Subsequent to the release of the 26 Jun 84 report, the staff met informally with various community groups over the summer to discuss the eleven recommendations and supporting background material. On the 16 Oct 84 Planning Committee held a public hearing to receive formal comments and briefs on the staff report. Approximately fifty briefs were received. On 23 Oct 84, Planning Committee continued the hearing to provide additional time to explore issues with the authors of certain briefs and to hear representations by regional councillors.

The purpose of this report is to summarise the comments raised in the briefs and at the hearing, and to recommend changes to the eleven recommendations where staff feel such changes can be supported. It should be noted that this report does not attempt to re-argue the case for the eleven recommendations - such arguments were presented in the June report. Rather, this report highlights what staff believe to be the main points arising from the briefs and the hearing, and presents argument where modifications to the original eleven recommendations are proposed.

This report therefore does not represent a thorough point-by-point review of all of the briefs and comments put forward at the public hearing - rather it attempts to weigh the degree of support given to each of the eleven recommendations so that members of Planning Committee might be assisted in reaching their conclusions on this aspect of the Official Plan Review.

DISCUSSION

Recommendation 1

The Regional Development Strategy be on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.

There were several specific views raised in the briefs in response to this recommendation including some notes of skepticism about RMOC's real growth potential, a concern that the development of infrastructure should be explicitly tied to population thresholds in the Plan, and a suggestion that additional growth should be directed to rural areas outside the Region, with a resultant reduction in the Region's potential growth. However, on balance, there was fair support for the range as reasonable for regional planning purposes to 2001 and that infrastructure should be provided as growth materialized.

However the undue emphasis placed on the year 2001 (namely 16 years away) detracts from the long term nature of the official plan (25-40 years) staff are therefore recommending a small change as follows:

The Regional Development Strategy be on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century, with the expectation of additional growth beyond 2001 and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.

Recommendation 2

The Regional Development Strategy be prepared on the basis that the majority of new households to 2001 will require low and medium density ground-oriented housing, the bulk of which will be accommodated on lands outside the Greenbelt.

The forecast of additional households which accompanies the population range of 625,000 to 725,000 is approximately 65,000 to 100,000 new households by 2001. This forecast (in global terms) was not challenged. However, the presumption that a

majority of new households would require low and medium density ground-oriented housing (and the corollary that the bulk of these would need to be accommodated on lands outside the Greenbelt) received a mixed reaction. Although there was no fundamental challenge to the concept of additional growth in the urban communities outside the Greenbelt the opinion was voiced that there is substantial potential inside the Greenbelt to provide housing units (in terms of land and unused infrastructure capacity) and this potential should not be overlooked. There was also the opinion advanced that many of the new households to 2001 may in fact prefer housing forms other than low to medium ground-oriented housing.

The City of Ottawa in their brief advanced an alternative wording for this recommendation to reflect the desirability of achieving a mixture of housing types and locations.

The staff concur in large part with the City of Ottawa's suggested rewording but wish to add the actual forecast numbers so that these might be confirmed as follows:

The Regional Development Strategy be on the basis that the number of additional housing units required to 2001 will be in the range of 65,000 to 100,000 units, that a mixture of low, medium, and high density housing forms will be provided, and that a variety of housing types both inside and outside the Greenbelt will best accommodate the housing requirements of this century.

Recommendation 3

The Regional Development Strategy be based on the designation of sufficient additional urban lands to meet the high growth projection to 2001.

While there appears to be agreement with a strategy that will provide sufficient growth potential to meet the perceived needs for growth under the high projection to 2001, there is no general agreement on the amount of land needed to be designated now. There is some support for additional studies of this matter and consideration of a "triggering mechanism", tied to a monitoring process, which would bring on more lands if/when such lands are needed. This more cautious position is apparently founded on the view that lands inside the Greenbelt, principally in the City of Ottawa, will absorb sufficient growth to obviate the need for designating and servicing additional residential lands (i.e. through the building-up of vacant lands, infilling and redevelopment inside the City of Ottawa).

For the reasons advanced in the report dated 26 Jun 84 the planning staff remain convinced that regardless of the amount of development which may potentially be absorbed inside the City of Ottawa, the urban lands designated in the 1974 Plan will need to be available before the end of the planning period.

However it is suggested that as part of the Official Plan Review examine further the feasibility and desirability of pursuing the growth strategy suggested by the City of Ottawa namely of adding 30-40,000 units within the City of Ottawa.

During the summer at the request of the staff of the City of Ottawa Regional staff developed a land use distribution for transportation analysis similar to that advanced by the City of

Ottawa. Although the detailing of the allocation of dwelling units to neighbourhoods has been provided by Regional staff, neither the City of Ottawa nor the community groups have commented on it directly. It is imperative that this allocation be confirmed (or an alternative one arrived at) by December 1984 if a further examination of the City of Ottawa's position is to be made. Therefore it is recommended that:

The City of Ottawa be requested to confirm the Regional staff's allocation of 34,000 dwelling units or to recommend an alternate allocation consistent with their brief, by the end of December 1984.

On this basis, staff accept (with a minor modification) the reworded version of this recommendation as advanced by the City of Ottawa in their brief:

The Regional Development Strategy be on the basis of policies which ensure growth potential within the Region, is provided for, including the designation of sufficient urban lands, as required, to meet the high growth projection to 2001.

Recommendation 4

The Regional Development Strategy be based on the premise that a major growth centre (or centres) will be developed south of the Greenbelt; the future location, configuration, and the timing of its (their) release to be the subject of further study.

The matter of the south urban community has to be considered in relation to the question of the total future development pattern as a whole and not in isolation.

The future development pattern contained in the 1974 plan is for continued development inside the greenbelt and for development of three communities beyond the greenbelt each eventually achieving a population of 75,000 to 100,000 persons.

To date the official plan review has failed to disclose any reasons for departing from this development pattern. In view of the lengthy arbitration of this issue in 1977 and 1979 by the Ontario Municipal Board and the Ontario Cabinet which resulted in a decision by the latter to reconfirm Council's original 1974 designation of urban land, evidence of a most compelling nature would be required to rescind that decision.

While it has frequently been questioned why the same development pattern is appropriate or needed for a population of roughly 250,000 less than was originally supposed, generally it has been entirely overlooked that the projections of the 1974 plan for physical development - the number of households that would be required and the number of jobs and therefore the amounts of commercial, industrial, institutional and other development required for job sites - are being met. As a consequence physical development in the region is proceeding at the rates envisaged in 1974. Only population growth is not.

The points that have been raised in the briefs that deal other than with the question of the need for the full pattern of development adopted in 1974 and its relation to recent growth rates are the following:

1. That more development than is now assumed can be accommodated inside the greenbelt and particularly in the City of Ottawa.
2. That consideration should be given to the expansion - beyond the geographic area currently planned - of the east urban community.
3. That a formula or "trigger mechanism" is needed to ensure that a start on the south urban community is not made before certain (unspecified) conditions are met.

Dealing with the first, it is clear that there is a considerable advantage in intensifying development inside the greenbelt at least to any level that has been proposed to the Committee in the May or October hearings. However, the difference between what has been suggested to the committee by regional staff and by the City of Ottawa is some 18,000 units. This is a three to four year building program at current and projected rates and not very material in the long run. The real question, the answer to which affects how much land will be required, is how much low and medium density residential development is needed or desired.

The nub of the matter is the judgement that has to be made about the future housing mix which will be demanded by the residents of the region. It is anticipated, based on the high projection, that approximately 91,000 housing units will be required in the urban area to 2001. Based on past building records, tempered by a judgement about the number of apartments likely to be built the following mix is judged realistic.

	8
Singles	21
Semis	9
Rows	32
Apartments	38
	100

The following table shows the increase in dwelling units by type, by urban, urbanizing and rural parts of RMOC from the Cens of 1971 and 1981.

	Urban ¹	Urbanizing ²	Rural ³
Detached	1,950	9,265	3,865
Attached	3,925	14,300	120
Apartment	24,095	5,430	105
Mobile	10	125	275

¹Ottawa, Rockcliffe Park, Vanier

²Nepean, Gloucester, Kanata, Cumberland

³Goulbourn, Osgoode, Rideau, West Carleton

It clearly shows the overwhelming preponderance of apartments constructed in the urban area as defined above during the period. This trend is continuing as the latest information from CMHC on dwelling units under construction Aug 84 shows:

	Single	Two Family	Row	Apartment
Urban	85	54	207	1,821
Urbanizing	1,240	42	724	682
Rural ¹	336	-	8	-

¹Excludes West Carleton

Given the existing land situation and planning approvals that have been made it is clear that an undue emphasis on development in Ottawa and Vanier will limit the type of unit available. The Region's Official Plan is based on the view that a choice of lifestyles and living environments should be provided. The staff judge maintenance of choice is important and that given the choice people in the future will choose housing types in a similar proportion to the choice they made in the past. No one has provided a convincing argument to the contrary.

Further more an analysis of the demographics shows that compared to 1981, of the 99,000 additional households in 2001 in the Region 62,000 will be in the age groups 35-54. These are considered the years when there is a high requirement for family type accommodation.

Dealing with the second point, the expansion of the east urban community to a population level greater than that now provided for would require additional transportation facilities over and above those being contemplated in the "Transportation Component of the Official Plan Review" or a level of employment substantially above that now contemplated by the existing official plan. The feasibility and desirability of this suggestion will be examined in stage 2 of the Official Plan Review.

Finally the triggering mechanism is in theory a sound suggestion. However it may be difficult in practice to devise an acceptable "trigger" which takes all interests into account eg. makes sure adequate land, in various ownerships is available at all times, - what is "adequate", how many ownerships, how many locations. However Regional Staff will investigate possible "triggering" formulas in stage 2 of the Official Plan Review.

Regional staff are firmly convinced that the land allocated for urban development in the regional plan will be required and the matter of three urban areas beyond the greenbelt of roughly equal size will be of benefit to the regional community in the long term.

However in view of the concerns expressed at the hearings staff are recommending a change to this recommendation as follows:

The Regional Development Strategy be on the basis of complete development inside the Greenbelt and three urban communities of approximately equal size east west and south outside the Greenbelt; the future location, configuration and timing of urban lands additional to those now designated as Phase 1 lands outside the Greenbelt to be the subject of a further study.

Recommendation 5

The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.

This recommendation received a large measure of support from area municipalities and community groups although several briefs were received in opposition. The opposition comes from two basic concerns.

In the first instance there was concern that too much emphasis may be placed on transit at the expense of needed road improvements - to the detriment of car users. Flowing from this was a questioning of underlying benefit/cost relationships of transit operations and a challenge to prove that across-the-board attempts to improve ridership were in fact cost effective.

In the second instance there was a concern about the impact of current (and future) bus operations on local neighbourhoods (noise, vibration, road failure) and suggestions that the current service standards for transit were, at least in some instances, too high (eg. maximum distance to transit stop too short, bus frequency too high).

Although the staff are sympathetic to the arguments put forward there appears to be clear evidence that the priority given to transit improvements during the life of the existing Regional Plan has been effective in attracting ridership - which in turn has reduced requirements for additional road facilities. Further, there appears to be continuing broad support for further transit improvements. Accordingly, the staff are confirming their support for Recommendation 5 as presented above.

Recommendation 6

The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.

The basic thrust of this recommendation - to shift the emphasis of employment growth away from the Central Area - received a strong measure of support. The benefits of achieving a good measure of decentralization (reducing work trip length and reduced traffic growth on core area roads) appear to be the basis of this support. There was however an appreciation for the potential difficulties (feasibility) of achieving this and concern expressed that area municipalities and community groups be involved in decisions as to the location of future employment "nodes".

The staff are of the opinion that since the benefits are clear and well appreciated, the strategy should incorporate the basic principle of employment decentralization. Further since the locational aspects may prove critical to the strategy and may involve inter-municipal co-operation, it is appropriate that the Region remain involved, through its Plan, in locational decisions involving major employment centres.

Accordingly, the staff are confirming their support for Recommendation 6 as presented above.

Recommendation 7

Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.

Perhaps of all recommendations, this one received the most response - both directly and indirectly.

There was a general concern expressed that decisions should not be made on a strategy until the infrastructure requirements, costing and impacts were known and the view was expressed that these details have not been provided. Staff cannot agree with this position to the extent that the costs of hard services under Regional jurisdiction (roads, transitways, sewage and water systems) have been detailed in previous reports (March discussion paper at Appendix 3 and pages 21 to 24; and June Planning Committee report at Annex 1). What has not been detailed is "full costs" with respect to operating costs of Regional services and the costs of non-Regional infrastructure (e.g. local sewers, schools, parks etc). With regard to the latter, staff did contact school boards, area municipalities, and utilities with a view to collecting additional cost figures but were unsuccessful in obtaining many answers.

The basic point made by the staff in the 26 June 84 report was that a majority of the infrastructure items are required regardless of the option chosen and that the first stage of the Official Plan Review should not be used to resolve specific issues related to individual roadways or other infrastructure items.

Against this view were a number of briefs asking that attention be paid to specific infrastructure elements and that decisions on these be reached in this first stage.

The staff do not agree. If Planning Committee were to begin making decisions now (such as the deletion of a particular road links) the result would be a lengthy list of ad hoc decisions. The following is a list of specific infrastructure items that were mentioned in the briefs:

Britannia Arterial
Vanier Parkway Extension
Alta Vista Parkway
S.E. Transitway Corridor
Queensway Collector/Distributor
Watts Creek Sewage Treatment Plant
Fisher Avenue Widening
Chaudière Bridge/Preston link
Portage Bridge/Bronson link
Inner Ring Road
416
Hunt Club Extension
Merivale Corridor

It is the staff's view that proper decisions can be made on the other recommendations contained in this report without concluding on the specific elements listed above. Each of the above will be dealt with in a systematic fashion, in stage two of the Official Plan Review.

On this basis the staff maintain their support for recommendation 7 as written.

Recommendation 8

The Regional Development Strategy be based on an urban settlement pattern that recognizes the need for continued growth outside the Greenbelt, directs some of that growth south of the Greenbelt to balance transportation flows around the periphery of the Greenbelt, and encourages future employment growth to occur outside the central area.

This recommendation was originally formulated to provide a synopsis of the previous seven recommendations - which dealt largely with the urban settlement and employment pattern.

As presented earlier in this report there was considerable concern expressed with several of the component parts and as such this recommendation received little support.

Staff therefore recommend that recommendation 8 should be withdrawn.

Recommendation 9

The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during the second stage of the official plan review, recognize the primary importance of these resources.

Very few of the briefs commented on this recommendation - but those that did voiced support. Notwithstanding this, however, the opinion was expressed that the past record of protecting agricultural lands was not as good as it should have been and that Council should strive to achieve an "increased" rather than a continued level of support for agricultural lands.

Staff are of the opinion that the recommendation given above does not require amendment but that a full discussion of agricultural protection be brought forward after the current study of agricultural lands and policies is concluded (part of the Official Plan Review).

Recommendation 10

The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to the urban development policies of the Regional Plan.

As with the previous recommendation, very few briefs touched upon this matter - but those that did voiced support. The arguments leading to this recommendation are set forth in the 26 June 84 report to Planning Committee as follows:

Although the planning for villages is still judged to be largely a local matter it is the staff's view that the extension of piped services to a village on the boundary of the urban area is of regional concern and that this signals the ultimate conversion of the village from a rural community to one of a principally urban character.

The regional concerns relate to the orderly and efficient provision of piped services and the possible impact these mini-urban centres may have on the development of other urban areas within the region. It is therefore appropriate that the decision to service such areas be a matter for Regional Council to address through its plan, and once recognized as a serviced village, these communities should be subject to the same Regional Plan policies that guide urban growth.

The staff continue to support Recommendation 10 as written.

Recommendation 11

The Regional Development Strategy be based on the principle that overall growth in the rural areas of the region will not exceed ten percent of total regional growth.

Very few briefs addressed this recommendation and of those that did, some were in support, some were not. The basic argument set out in the 26 June 84 staff report was that several basic objectives regarding the rural area (protection of resources, and provision of an "alternate lifestyle") could be frustrated if growth in the rural area was excessive. Further, the basic objective of directing urban growth to a few locations where full services could be economically provided might be frustrated by scattered growth in the rural area. In essence, very little of the growth in the rural area is truly "rural growth" i.e. based on agriculture, minerals, etc. but rather is "regional" residential growth which may opt to locate in the rural area.

Planning for growth in the rural area in relation to overall regional growth is therefore still strongly supported by staff.

However, it is not clear that 10% is the correct figure at which to control this growth. If, as suggested in Recommendation 10 above, serviced villages become, in effect, part of the "urban area", then the 10% limit may no longer accurately reflect the historical relationship of growth in the rural and urban parts of the Region. It is the staff's position that the question of an appropriate level of growth needs further examination, but that the principle of planning rural growth in relation to total regional growth be maintained. Accordingly, the staff are recommending a modification to Recommendation 11 as follows:

The Regional Development Strategy be based on the principle that the amount of growth in the rural areas of the region be planned to occur in relation to overall growth in the Region.

Additional Recommendations

In addition to the eleven recommendations discussed above, there were numerous other recommendations or suggestions put forward in the briefs. A major issue relates to the future steps in the Official Plan Review process. This is discussed below.

Of the remainder, a number of recommendations dealt with what may be considered "second stage" policy concerns (parking policies, individual road facilities, protection of land

parcels for low income housing, design and impact of transit stations, user-pay, rural population allocations, studies of marginal lands etc.). Staff recommend that all such details be carried forward into the second stage and no decisions be taken on these at this time.

Other suggestions related more to the way planning is done in RMOC. The need for a more co-operative planning exercise (RMOC, area municipalities, CRO, NCC etc.) was voiced in several briefs. It is evident that the degree of consultation between the staffs of agencies affecting (and affected by) planning in RMOC has not been made particularly evident to the public during the consultation process.

But going beyond the question of staff consultation, there appears to be something much larger emerging from the briefs - the concept of a single planning exercise (perhaps a single plan) that would ensure compatible plans and produce a clear picture of the region's future. While staff are sympathetic to this concern, it is something beyond their ability to redress as part of the job they have been given to do (an RMOC Official Plan Review).

And finally, there were also suggestions in the briefs of areas where information appeared to be incomplete - such as growth trends in the Outaouais; goals analysis, social and economic trends etc. These could be topics of future discussion between the staff and interested members of the regional community based on information staff has at hand.

Process

Staff are very pleased with what has been achieved to date and the degree to which major issues are beginning to clarify. The Planning Committee has consistently asked that the Official Plan Review be completed in this term of Council. It is by no means certain that this can be accomplished, since it is staff's judgement that a considerable amount of time is required for the public to understand, discuss and respond to planning issues. Staff have always advised that more time should be provided public consultation in Stage 2 of the official plan review than in Stage 1. Eight months have been provided in Stage 1 and not all issues have been resolved satisfactorily. However it is also staff's experience that the members of the public require a document to help them organize their thoughts around. With this in mind staff propose the following:

- 14 Nov 84 - Confirmation of this report by Regional Council.
- May 1985 - Tabling of draft official plan and supporting documentation for discussion.
- September 1985 - Submission of briefs on draft official plan.
- January 1986 - Final Draft Official Plan
- Spring 1986 - Public Hearing/Council consideration.

In order for editing, drafting, translation and printing to take place for release in May, the text will have to be available in early March. Thus a first draft must be available internally in January 85. It can be appreciated that this time schedule is very tight.

There is a further complication. The Transportation Planning Division, due to pressure of other work will be unable to complete all work required for a draft chapter on transportation and the accompanying schedules until September 1985 at the earliest. Some work will be done by May, but the complete documentation is not likely to be available till later. It is hoped that the transportation chapter will "catch up" to the rest of the document in fall 1985.

In addition Council are advised that if the Minister of Municipal Affairs and Housing continues in his intent to make Section 40 of The Planning Act effective on 1 Aug 85 it will be necessary for Council to adopt an official plan amendment identifying the specific widths of roads if it wishes to continue to take road widenings under Section 40 (site plan control). This will have to be before 1 Aug 85 and therefore will not fit neatly into the process outlined above.

CONCLUSION

Based on the foregoing discussion, it is the staff's view that considerable progress has been made to date in clarifying several major issues relating to a regional development strategy, and that this progress should be formalized through Council taking decisions on the recommendations set forth in this report.

RECOMMENDATIONS

In summary, the staff recommendations are as follows:

REGIONAL DEVELOPMENT STRATEGY

1. The Regional Development Strategy be on the basis that Ottawa-Carleton could grow to between 625,000 and 725,000 persons by the turn of this century with the expectation of additional growth beyond 2001 and that infrastructure be provided incrementally dependent upon the actual amount of growth which materializes through the planning period.
2. The Regional Development Strategy Development be on the basis that the number of additional housing units required to 2001 will be in the range of 65,000 to 100,000 units, that a mixture of low, medium, and high density housing forms will be provided, and that a variety of housing types both inside and outside the Greenbelt will best accommodate the housing requirements of this century.
3. The Regional Development Strategy be based on policies which ensure sufficient growth potential, within the Region, including the designation of sufficient urban lands, as required, to meet the high growth projection to 2001.
4. The Regional Development Strategy be on the basis of complete development inside the greenbelt and three urban communities of approximately equal size, east, west and south outside the greenbelt; the future location, configuration and timing of urban lands additional to those now designated as Phase 1 lands outside the greenbelt to be the subject of a further study.

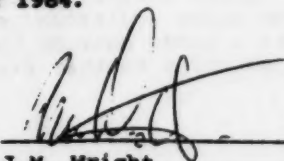
5. The Regional Development Strategy be based in general on achieving, or surpassing, the modal split guidelines contained in the 1974 Regional Plan.
6. The Regional Development Strategy be based on shifting the emphasis of employment growth away from the Central Area to other employment centres - with special emphasis on selected nodes along the transitway and the urban communities outside the Greenbelt.
7. Decisions on the Regional Development Strategy not be held in abeyance pending a review of the necessity or timing of individual infrastructure elements, but that these be reviewed in detail in the second stage of the official plan review.
8. Staff recommend that recommendation 8 be withdrawn.
9. The Regional Development Strategy be based on the continued protection of agricultural, mineral and environmental resources and that the preparation of rural development policies during a subsequent phase of the official plan review, recognize the primary importance of these resources.
10. The Regional Development Strategy be based on the recognition that serviced villages in close proximity to the urban area are a Regional concern and that these communities be subject to the urban development policies of the Regional Plan.
11. The Regional Development Strategy be based on the principle that the amount of growth in the rural areas of the region be planned to occur in relation to overall growth in the Region.

PROCESS

12. The process outlined on P. 12 be confirmed which would result in draft official plan for discussion (excluding the transportation chapter) being available in May 1985.

OTHER RECOMMENDATIONS

13. The staff as part of Stage 2 of the Official Plan Review investigate the desirability and feasibility of a) increased growth inside the greenbelt as contemplated by the City of Ottawa and b) increasing the size of the East Urban Community as contemplated by the Township of Cumberland.
14. In order that 13a) can be carried out the City of Ottawa be requested to confirm the Regional staff's allocation of 34,000 dwelling units or to recommend an alternate allocation consistent with their brief, by the end of December 1984.


J.M. Wright
Planning Commissioner

Planning
22 November 1983

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REVIEW ON THE OFFICIAL PLAN FOR OTTAWA-CARLETON
- Report to Planning Committee dated 10 Nov 83

The Planning Committee met at the Congress Centre, 55 Colonel By Drive, Ottawa, in the VIP Board Room, to review changes to the Official Plan which have occurred since the adoption of the Official Plan in 1974 and consider an Official Plan update, based on changing data and development patterns.

The Planning Commissioner briefly highlighted the areas for discussion and introduced to the Committee members the Planning Staff who researched and worked on the different areas where changes were noted to the Official Plan.

The meeting was then turned over to N. Tunnacliffe, Director of Policy and Program Division, who took the Committee through a presentation identifying areas of concern, issues for Committee/Council consideration, statistical changes since 1974, present development strategy and a proposed schedule to consider changes to the Official Plan.

Some of the areas identified, which affect the Planning process are as follows:

- changes in population, employment and number of households
- declining fertility
- relocation of Federal Government Departments to areas outside the Region
- increase urban land consumption
- future trends
- changes to transit/transportation system
- population distribution/employment distribution

Several Committee members questioned staff if they had taken into account zero percent growth or negative growth, in developing their projections.

Staff replied that they had not but that models can be prepared for the Committee to show the impact of such projections.

Some discussion centred on the planning for the South Urban Community, with some members taking the position that the Region has not utilized all the serviced land available in the Region and expressing their concern about the impact on Transportation facilities if development of the South Urban Community goes forward.

Other members felt that the planning process must go forward now for the South Urban Community as there is an acute shortage of land available for residential development in the suburban municipalities.

Staff advised that they will bring forward maps of all serviced land and the status of each area, for the information of the Committee.

The Committee was reminded that the strategy for development for the South Urban Community would be to establish industrial development and services in the south so that transportation services would not be overburdened.

Planning
22 November 1983

The Committee was advised that the transitway was beginning to come on stream and while it is expected to operate quite efficiently, there should be no dramatic changes to current travel patterns.

PLANNING REVIEW PROCESS

Staff proposed a two-stage approach.

- (1) Committees and Council address the strategy, preceded by public input.
- (2) Drafting of the Official Plan Amendment to implement the strategy agreed upon.

It was proposed to involve the other Standing Committees early on, perhaps in January and February. Some members felt that the proposed timetable was too long and that it should be tightened up.

Staff replied that in their experience with the public participation process for the Official Plan, the time set out was the minimum necessary to properly review the plan.

Committee members felt that public input should be obtained in the early stages as set out in the timetable but that staff could come back to the Committee on 13 December 83, with some suggestions for tightening up the schedule. In the meantime the timetable presented could be approved in principle and it could then be adjusted as events unfolded.

Councillor Catterall felt that whether the Planning Committee meets separately with the other Standing Committees or not, a special caucus of Council is necessary so that the whole Council is fully briefed and aware of the proposals for the review process.

The staff was directed to take all of the suggestions concerning the timetable, briefing sessions and joint meetings under advisement and report back in December.

6 March 1984
Planning

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A special meeting of the Planning Committee was called to consider a discussion paper on the Official Plan Review - Regional Development Strategy. An invitation was extended to all members of Council, to attend this meeting.

The Planning Commissioner advised the Committee that in accordance with the timetable approved by Planning Committee in November 1983, it is proposed to release the Regional Development Strategy report for discussion, during the next two months. Following a public hearing staff would prepare recommendations which Planning Committee would consider. These would be brought before Council by the beginning of summer.

Staff will also be meeting with the public and various agencies (N.C.C., Boards of Education, etc.) and the input from these meetings should be received by staff by the latter part of May.

Mr. N. Tunnacliffe, Director, Policy and Program Division, then provided the Committee with a presentation on the important areas of study to be covered by the Official Plan Review.

Following the presentation, a question and answer session was held with staff, Committee members and other members of Council who were present.

The following is a summary of the points raised:

- Staff was requested to distinguish between capital costs which would be the responsibility of the private sector, the area municipality and the Region. Special mention was made in regards to the costs of various roadways within the urban communities.
- Concerning the development strategy, staff proposed a public hearing by the Committee on 1 May 84, following which a staff report would be prepared with specific recommendations. This report would proceed to Council for confirmation. This would then initiate the second stage of the review wherein staff would prepare specific policies.
- Councillor N. Smith felt that the timetable is too tight and suggested that one additional month be inserted between this meeting and the proposed date for the public hearing and another month added to the time between the public hearing and the report going forward to Council.
- Councillor Bartlett felt that the document presented, does not distinguish between costs for development and the resources available, necessary to meet such costs.

The Councillor explained that staff and the Committee must examine not only costs to the municipal taxpayer versus grants received from other levels of government, but rather examine each of the components of development and the associated costs that taxpayers must bear in total - Municipal, Regional and Provincial.

- The Planning Commissioner advised that the presentation focused on relative rather than absolute amounts, when discussing development costs. He added that the exercise becomes quite complex in attempting to get a clear picture on costs. The Commissioner reiterated that the purpose of this paper is to provide the various agencies and area municipalities with a document by which they can more accurately assess the costs relative to their sphere of interest. Whether these agencies can quantify their costs, remains to be seen.

6 March 1984
Planning

- Councillor Hasenack stated that he would want to see a more detailed study on the pros and cons of increasing densities inside the greenbelt.
- In response to a question by Councillor Wilkinson concerning a lot levy study, Finance staff replied that this matter is on their Department's agenda to undertake. Councillor Wilkinson asked that the results of the lot levy study be available when the Regional Development Strategy recommendations are discussed at Council.
- Councillor Rywak suggested that Planning staff meet with Dr. Coffey of the High Tech industry, with regards to information on growth projections.
- Councillor Catterall questioned whether the cost summary provided in the Strategy Report took into account the optional distributions of employment and population and whether these costs would be reduced under certain distributions. For example, development outside the greenbelt will increase costs as distances for services becomes a factor.
- Responding to a question from Councillor Catterall on the consultation process, staff advised that they will be meeting with:
 - Area Municipal Councils
 - Municipal Planners
 - Other Area Municipal Staff
 - Local Boards and Agencies
 - Provincial Ministries
 - Community groups will be circulated (approximately 400) and meetings arranged
 - Individuals who responded to public notices (the present mailing list includes 1300 people).
- Councillor Catterall had concerns for those areas of the Region, not represented by community groups.
- Staff replied that community groups cover about 95% of the public.
- Councillor Catterall felt there was no provision for meetings whereby the public could discuss the report among themselves. She also felt that there was insufficient time in the schedule, for staff from area municipalities to consider the document and report through their respective Councils.
- Councillor Munro stated that he would be opposed to any change of policy direction, which would remove from the citizenry, the option to pursue more ground-oriented housing.

The Councillor also suggested that this is an opportune time to re-examine with the NCC, the whole matter of uses for the greenbelt.

The Committee then considered the following motions:

Moved by D. Munro

RESOLVED THAT the Regional Planning Committee meet with the Commission or Executive of the NCC, to review future uses of the greenbelt.

CARRIED

6 March 1984
Planning

Moved by M. Catterall

RESOLVED THAT staff prepare four public meetings to allow for general public information and discussion on the Regional Development Strategy.

LOST with Councillors Bouwers,
Catterall and Munro in favour

Moved By M. Catterall

RESOLVED THAT the public hearing be held towards the end of May to allow the public to get full information and prepare responses.

CARRIED with Councillor
Hunter dissenting

Moved by M. Catterall

RESOLVED THAT there be an additional 4 weeks between the public hearing and Committee consideration, to allow staff to respond to the issues raised during the public consultation and at the hearing.

CARRIED

Moved by M. Catterall

RESOLVED THAT staff consult with the area municipalities to reach agreement on the process for ongoing involvement of the area municipalities in reviewing the Regional Official Plan.

CARRIED

Councillor Bartlett suggested that staff prepare a program to provide for public input and report back to the Committee at a later date. The Committee concurred with this suggestion.

The Committee then approved as amended by the foregoing motions, the staff recommendations for the consultation and decision making process outlined in the staff report of 24 February 1984 on the Official Plan Review - Regional Development Strategy.

8 May 1984
Planning

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OFFICIAL PLAN REVIEW - CONSULTATION WITH MUNICIPALITIES,
AGENCIES, AND OTHER INTEREST GROUPS

- Report to Planning Committee dated 25 Apr 84

The Committee was addressed by Mr. Joe Courtney, Chairman of the Britannia Hard Services Committee.

Mr. Courtney expressed concerns about the information being made available to the public, for the Official Plan Review. In his opinion, the information was not sufficient nor in appropriate detail, regarding impact and implications on and for communities. Under the timetables proposed, Mr. Courtney felt that it was most difficult to receive the required information, assess it and properly respond to it.

Mr. Courtney suggested that some form of seminars be set up between Planning staff and community groups, to meet throughout the fall period and discuss all the relevant technical issues.

Staff replied that technical meetings of this nature would be welcomed and could be accommodated.

Councillor Catterall requested that staff report back to Committee on the method of allowing community groups to respond to the Committee on the various issues in the Official Plan Review. She wants the staff report to set out the various options that were examined, (i.e. in Transportation Planning matters) and how value judgements were made and evaluated.

Finally, Councillor Catterall requested that a Committee briefing on options and evaluation of options (as described in the preceding paragraph) be held prior to the 24 July 84 meeting, scheduled for staff to report to the Planning Committee, on recommendations for the Regional Development Strategy.

The Committee then approved the following motions:

Moved by M. Catterall

RESOLVED THAT staff report back further, on how the concerns expressed about the availability of information and the opportunities for further consultation can be accommodated, following the 29 May Public Hearing.

CARRIED

Moved by M. Catterall

RESOLVED THAT this Committee be briefed on the options and the evaluation of the options, a few weeks prior to the 24 July 84 meeting.

CARRIED

As amended by the foregoing, the Committee approved the staff report and directed that it be forwarded to Council for information.

26 June 1984
Planning

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OFFICIAL PLAN REVIEW
PUBLIC CONSULTATION

- Report to Planning Committee dated 22 May 84

The Planning Commissioner briefed the Committee on the situation to date and tabled the following documents:

- i Briefs received at 29 May 84 Public Hearing - municipalities
- ii Briefs received at 29 May 84 Public Hearing - agencies, interest groups, etc.
- iii Briefs received at 29 May 84 Public Hearing - individuals
- iv Staff response to briefs received at 29 May 84 - public hearing
- v Staff report of 26 June 84 - Regional Development Strategy, conclusions and recommendations.

The Committee was advised that the latter report which presents a discussion of major strategic decisions and contains eleven specific recommendations, was not before them for a decision at this time, but rather as a briefing of the major issues involved.

Staff proceeded to review the contents of the report, covering such matters as growth rate, declining densities and urban sprawl, growth inside versus outside the greenbelt, direction of growth outside the greenbelt, employment centralization and rural growth.

The Committee agreed to hear from Mr. Ken Hillis, on behalf of the Dalhousie Community Association and others.

Mr. Hillis requested a delay in the timetable for dealing with the development strategy and in reference to option two of the report before the Committee, suggested that 8 October rather than 18 September be established for the public hearing.

The Committee then approved option two, as amended by the following motion:

Moved by T. Denison

RESOLVED THAT the date established in option two of the staff report of 22 May 84, for the public hearing on recommended strategy, be changed to read 16 October 1984 and that the balance of the schedule be amended accordingly.

CARRIED

Staff advised that beginning tomorrow (27 June 84) and throughout the summer, staff would meet with community groups and other interested persons, to discuss areas of concern regarding the development strategy.

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The Committee directed that all community groups be advised of the extension and that they should work with staff during the interval.

Councillor Catterall was concerned about what happens in the next phase, when reports on specific matters come forward. Staff advised that specific reports have been released throughout the past years, with the Transportation report being the most recent. A presentation of the transportation document can be arranged if the Committee wish.

The Commissioner felt that a revised program should come forward to the Committee, now that the schedule is revised.

Councillor Munro reiterated his comments made at an earlier meeting, that there must be consultation between the Region and the NCC, if a review of the Official Plan is to be realistic.

Staff advised that the Chairman of the Region wrote to the Chairman of the NCC as a result of Councillor Munro's previous comments, but it was unclear if a reply was received. Staff would follow up on this matter.

Moved by A. Bouwers

RESOLVED THAT the staff report as amended by the foregoing be approved and forwarded to Council for information.

CARRIED

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**OFFICIAL PLAN REVIEW UPDATE ON WORKPLAN
AND PUBLIC CONSULTATION SCHEDULE**

- Report to Planning Committee dated 29 Aug 84

N. Tunnacliffe, Director, Policy and Program Division, briefed the Committee on the revised schedule and the proposals outlined for stages one and two.

Staff advised that the Committee will have to address the matter of whether to conclude the official plan review in this term of Council. Their decision will be based in part, on what comes out of the public hearing recommended for September 1985. At that point a determination will have to be made as to whether there is sufficient time to complete the policies in this term, or whether it would be wise to enact policies in another term of Council.

Councillor Catterall felt there was an absence of new policy options with regards to housing. She noted that the number and types of housing units required, have changed dramatically, since 1974 and felt that there should be a relationship between the proposals contained in the Region's Housing Statement Update, and the policies incorporated into any revised official plan.

The Councillor cited single parent units versus traditional family units, housing densities and ground versus non-ground oriented housing as issues which must be fully addressed in the official plan review.

The Councillor questioned whether these housing issues have been discussed with area municipal staff and planning staff assured her that they have. Staff also explained that there is indeed a correlation between the Housing Statement and the official plan. Policies contained in the Housing Statement deal with the short term, whereas housing policies set out in the official plan were geared for the longer term of five years and beyond.

Councillor Hunter expressed disappointment that the review would be possibly stretched into another term of Council. He reminded the Committee that initially, there was agreement that this review would be completed by September, 1985. At this point the Councillor cannot see anything to convince him that there should be a deviation from the agreed upon completion date.

Councillor Bouwers was of the opinion that this exercise was a review of the current plan and not a wholesale change. The Councillor did not relish the prospect of new rounds of OMB hearings, on issues previously settled in the original plan.

The Planning Commissioner advised that portions of the plan do require revision and the portions thus changed, could affect other sections as well. The end result could be a substantial improvement over the 1974 plan in terms of clarity and other areas, even if this involves hearings, appeals, etc.

Councillor Allen felt that there was no need to "re-invent the wheel" with this review but merely "tighten up the spokes."

Staff replied that sections 1, 2, 3, and 4 of the plan require substantial revision and therefore the Committee and Council could be faced with a fairly large amendment.

Councillor Allen concluded from this that a substantial amendment could bring opposition by potential developers or large land owners and this would likely involve extensive OMB hearings.

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Moved by H. Allen

1. That the Committee agree to the schedule outlined on page 1 of this report to bring Stage 1 of the official plan review to a conclusion in November 1984.

CARRIED

Moved by H. Allen

2. That the Committee agree to staff having initial draft official plan policies available in Spring 1985 with a public hearing scheduled for September 1985.

CARRIED

Moved by A. Bouwers

3. That the Committee defer a decision on whether or not to conclude the official plan review in this term of Council until the degree of support for the Staff's initial draft official plan policies is clear at the public hearing in September 1985.

CARRIED

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**SUBMISSIONS BY MEMBERS OF REGIONAL COUNCIL AT THE PUBLIC
HEARING OF 23 OCTOBER 1984 ON THE REGIONAL DEVELOPMENT
STRATEGY**

M. Wilkinson

Councillor Wilkinson had no basic objections to the proposal for the South Urban Community, however she did have reservations over the timing of the development as set out in the staff recommendations. She felt there is some confusion in the minds of the public regarding the South Urban Community and that a timing framework must be established so that development does not come on too soon and risk harm to the critical mass of the East and West Urban Communities.

The Councillor also had a concern regarding the cost of development, which, in her view, the Region cannot afford at this time. There is a timing and phasing problem and phasing relates to cost.

The Councillor stated that the current recommendations of what must now be done, need re-working. Finally, she concluded that more impact studies must also be done.

M. Dewar

Councillor Dewar was in general agreement with Councillor Wilkinson regarding development of the South. She stressed that development potential inside the greenbelt must be taken into consideration.

The Councillor felt that there is a requirement for more detail of costs, population and roadway needs and saw nothing in the staff report on economic considerations in the Strategy. She cited estimates of \$1.5 billion in costs are required for infrastructure for the Region as a whole and \$300 M., just for the South Urban Community.

Other points raised by Councillor Dewar were:

- Further identification of East and West road requirements must be worked out
- Public input is required on the results of any studies made as this process continues
- Affordable housing needs must be identified
- Infrastructure must be maximized.

D. Holmes

The Councillor stated that the central area of the Region is her principal concern and she is most alarmed at the rapid rate at which the commercial downtown area is being used up. Therefore, she would like to see more development in the East and West part of the Region to alleviate this situation.

The Councillor contended that growth means increased taxes as the demands for fire, police, education, recreation and other facilities increase. She cautioned that areas who want growth should recognize this fact.

Finally, she would like to see studies on the impact of residential growth as opposed to commercial growth.

N. Smith

The Councillor wished to underline some of the points made today.

In her view residential growth in the City of Ottawa during the last year or so, has made much better use of densities. The Councillor demonstrated with pictures, examples of lower density housing, higher and better use density housing and how density housing has maximized land use.

The Councillor concluded that there is a great potential for this (higher) type of density development carried out under existing zoning and therefore, the Regional Development Strategy should take these factors into account.

M. Owens

Councillor Owens felt that there is a breath of fresh air in the approach being taken, as attempts are made to provide employment centres outside the City of Ottawa.

He senses that the South Urban Community has fallen into disfavoured in some quarters and reminded the Committee that development is a function of supply and demand. In other words, developers place their money in certain areas such as the South, because they feel the market will be there.

Other points made by Councillor Owens were:

- There is a real need for a transportation corridor to serve the East Urban Community
- With the development in the East it is essential that the NCC cooperate with the Region, in the provision of an eastern transportation corridor
- Regarding the Community of Leitrim and the proposed South Urban Community, there is vast acreage to provide for development with immediate access to the airport
- The infrastructure for Leitrim is necessary as Gloucester has an immediate need for residential development, City Administration Offices, etc. Therefore, the timing for the Leitrim Secondary Plan is crucial.

NOTE: Staff responded that the Leitrim Secondary Plan is being held in abeyance, until some of the matters addressed in this review, have been cleared up.

M. Kehoe

Councillor Kehoe felt that there will be serious problems if there is no staging and phasing of the South Urban Community.

She pointed out the problems that now exist with traffic on residential streets and congestion on the Baseline Road, etc.

The Councillor reminded the Committee that some time ago, a portion of the East/West Knoxdale arterial was deleted from the Official Plan and through her efforts it was put back in. Today Knoxdale is 40 km/hour.

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There is a need for another East/West arterial now, before the South Urban Community can be even considered. With a planned population of 75,000 - 100,000 in the South, the present roadways are simply inadequate.

The Councillor concluded with some comments on land use. Areas of the South proposed for the S.U.C. are Class "A" agriculture land. This point should not be underestimated.

The ever-dwindling farmland should raise the question now of how we propose to feed ourselves in the future. This factor should be foremost, ahead of developers self-interest in spawning the South Urban Community.

R. Hasenack

The Councillor posed the question, if the Region owned all the land in the Region, would we develop the South Urban Community? Clearly the answer would be no. Instead we would optimize the use of already developed land.

The Councillor submitted that there are outside pressures which cannot be controlled concerning such development but attitudes have changed to the point where trends now call for higher densities. People are willing to trade off less land, in order to have other things in their lifestyle. Unfortunately, our planning still seems to be based on the concept of large lot sizes.

The Councillor maintained there is a happy medium. Affordable units which are urgently needed will not be addressed by developing more land outside the greenbelt.

Looking down the road, the Councillor is not certain people will want to live in the S.U.C. Reasonable development of the Urban core is the way to proceed.

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REGIONAL DEVELOPMENT STRATEGY

- Report to Planning Committee 24 Oct 84

A communication dated 5 November 1984, was received from the City of Ottawa and tabled with the Committee. The information included charts and statistics detailing the City of Ottawa's position on the Regional Development Strategy, and preliminary data regarding growth potential in the City.

The Chairperson, Councillor B. Gaffney, advised the Committee that the purpose of today's meeting was to consider new staff recommendations as a result of the public hearings of 16 and 23 October 84.

Councillor Catterall requested a review of the strategy process as it relates to what the Committee wishes to accomplish, in terms of the decisions the Committee is attempting to make. Simply put, the Councillor wished to know what specific things is she being asked to choose between.

The Planning Commissioner replied that the objective is attempting to narrow down those areas where there is a perceived need for amendment to the Official Plan. Subsequently, staff will prepare revisions to the official plan and submit them to the Committee in six months time.

At this time, the Committee is trying to deal with the Official Plan in a general way, and establish those areas in which there is agreement. In staff's view, these include most areas and where there is agreement the goal is to put these issues behind us. In trying to deal with the plan in a general way however, the Committee has got caught up in specific issues.

Councillor Bartlett felt that confusion in the minds of many regarding the goals and objectives, may have related to the use of the word "strategy." In his view there must be some sort of stated or unstated premise to the whole exercise.

In reply to a request by Councillor Bouwers, the Commissioner highlighted the differences between this exercise and what resulted in the Official Plan back in 1974. The Commissioner reviewed each separate recommendation and concluded that an Official Plan is more than just a statement of policy, but rather, must have a basis in logic.

The Committee then proceeded to consider each of the recommendations.

RECOMMENDATION NO. 1

Councillor Catterall had concerns with regard to the matter of infrastructure and requested that the recommendation be divided. The Councillor questioned how the matter of infrastructure can be used as a planning tool.

Councillor Bartlett suggested that there are two elements to the provision of infrastructure.

- i Provide for it in the plan
- ii The actual installation.

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As an example of where infrastructure leads planning, if oversized sewers are installed, the investment in oversizing could later encourage development to justify the investment.

Mr. Haydon felt that problems could arise if oversizing is not considered when sewers are being installed. If economics is the only criteria, the result could mean a twinning of the sewer line, at a much larger cost later on.

Councillor Bartlett made it clear that he was not suggesting undersizing or ignoring future development considerations when considering the question of infrastructure in an Official Plan.

Part one of Recommendation No. 1 was then put to the Committee and "CARRIED".

With regard to Part two of Recommendation No. 1, Councillor Catterall made the following motion:

Moved by M. Catterall

RESOLVED THAT the wording in part two of Recommendation No. 1 be amended to read, "infrastructure be provided incrementally, dependant upon optimizing use of existing infrastructure and ensuring that the use of new infrastructure will be optimized based on growth rate, etc."

LOST with M. Catterall in
favour

Part two of Recommendation No. 1 was then put to the Committee and "CARRIED".

RECOMMENDATION NO. 2

"CARRIED"

RECOMMENDATION NO. 3

"CARRIED".

RECOMMENDATION NO. 4

Councillor Catterall felt that there are several issues which must be addressed concerning future development in the Region but which are not addressed in the Strategy. She then set out various goals which must be considered:

- The need to create genuine Urban Communities with a good balance of jobs, dwelling units and other urban amenities.
- The need to minimize the cost of infrastructure for the population and jobs expected.
- The need to maximize the use of public transit and minimize the extent of public roadways.

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The Councillor continued by stating that in the next phase, assuming we get the East and West Urban Communities to their maximum capacity before we develop the South Urban Community:

- Do we agree on maximizing growth in the City of Ottawa?
- Can we make more efficient use of the land we have already designated?
- Are we now creating well-rounded communities in the East and West? As an example, Kanata is now fifteen years old. As the children from the community mature, can they or others moving in, choose to move into single or single parent units, as development now stands?

Staff replied that there are no easy answers to such questions. The real world does not unfold exactly as Councillor Catterall described, as there is considerable mobility within the Region and into and out of the Region. Staff added that rising municipal costs for services are inevitable, as are rising housing costs. Staff felt that the present information (relative to population shifts, housing requirements, etc.), is at a very general level, and the more detailed information suggested by Councillor Catterall is not easy to obtain. Finally staff questioned whether the Region is the appropriate body to undertake such studies.

Councillor Bartlett concurred with staff to the extent that maturing adults are very mobile and are quickly spread out from coast to coast. The Councillor is concerned also, about the Region making abstract judgements regarding the type and density of housing that people should be provided with, and felt that we (as a Region) cannot plan in a certain way and then try to make people fit in to such plan. Ultimately, people pay for the lifestyle they want.

The Councillor however, was concerned about another aspect of Recommendation No. 4, from the initial to the final draft, with regards to the Southern Growth Area.

In his view there is a risk of sending out a misleading signal, that the three communities (East, West and South) are of equal significance. It may be that the South Urban Community will not be needed for another 50 years. As written, we create unnecessary speculation for landowners, households, developers, etc.

Councillor Bartlett reminded the Committee of the possible impact of development to the North - across the river. In his view, with a move toward a more politically stable climate, this development could go forward and be beneficial for this Region as well.

Finally, the Councillor posed the question of how do we move to create self sufficient satellite towns, so that people can live and work in the community rather than commute to the major employment centre.

Councillor Allen wished to leave the Committee with the thought that Leitrim may be the community with which to balance the East and South, with its proximity to municipal services, highway 417, the airport and inner ring road. It was acknowledged that a new development in the South would interface with the West but that no such relationship could be made between the South and East. In Councillor Allen's view, Leitrim may provide this balance.

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Councillor Catterall then made the following motion:

Moved by M. Catterall

RESOLVED THAT the wording in Recommendation No. 4 be substituted for the following:

"That optional strategies for Regional Development be developed based on the premises in this report, and include alternatives for accommodating future growth.

- (A) On existing designated land
- (B) In the Barrhaven and in the existing East and West Urban Communities, with possible further extension of designated land in either one or the other or both
- (C) In three Urban Communities and that the assessment of the options include the impact of potential development in the Outaouais.

Councillor Hunter felt that the impact of Councillor Catterall's motion, would simply push more housing in the East and West, thus creating strip development along the Queensway.

Councillor Hunter felt that we must not limit our options, we must spread development nodes around which includes placing development in the South, retain the option of keeping development inside the greenbelt while developing three major nodes outside and perhaps develop Leirtrim in the next phase, as suggested by Councillor Allen.

Councillor Bartlett advised the Committee that what he and Councillor Catterall simply wish to ensure that no other better alternatives for development exist to those being proposed. Unfortunately, the points made by staff in the narrative, get lost, as opposed to the wording in the present recommendation.

Councillor Catterall's motion was then put to the Committee and "LOST", with D. Bartlett and M. Catterall in favour.

Councillor Catterall then moved the following motion:

Moved by M. Catterall

RESOLVED THAT Recommendation No. 4 be amended by adding:

"That a stage of maturity for the East and West Urban Communities be defined as a threshold for the designation and servicing of further lands for urban development."

"LOST" with D. Bartlett and
M. Catterall in favour.

Recommendation No. 4 was then put to the Committee and "CARRIED" with D. Bartlett and M. Catterall dissenting.

RECOMMENDATION NO. 5

"CARRIED"

RECOMMENDATION NO. 6

"CARRIED"

RECOMMENDATION NO. 7

Councillor Catterall advised the Committee, that the information contained in the Transportation Planning report regarding the Britannia Arterial, concludes that it should be deleted from the plan. She had concerns that Planning staff are now contemplating upgrading the Britannia Arterial from the conceptual link, as it is now shown.

The Councillor contended that the existing transit uses should be the rationale for the Britannia Arterial and not the projected modal split.

Councillor Catterall then provided the Committee with a presentation (with maps), citing reasons for the deletion of the Britannia Arterial, even as a conceptual link. She added that current information shows that at the highest automobile demand, we now have a balanced transit system and therefore the Britannia Arterial is not required.

Councillor Hunter advised that although he personally favoured the removal of the Britannia Arterial route from the Region's Official Plan, he was against its removal at this time, for the reason that it should be dealt with as part of an overall examination of transportation needs.

Councillor Bartlett concurred with Councillor Hunter's remarks to the extent that individual transportation links not be dealt with in isolation, but he would make an exception of the Britannia Arterial.

Mr. Haydon cautioned that the Committee should keep all its options opened until the first stage review is completed. In his view, the Britannia Arterial should be dealt with after staff have studied the matter and made the Committee aware of all the consequences.

Councillor Allen agreed with A. Haydon that the Committee has a responsibility to take a long view in this review. Once the necessary information is available (in May 1985) the appropriate decisions can be taken on transportation corridors and other matters.

Councillor Bartlett felt that if the Committee follows this line of advice, then perhaps the whole process should be examined. The Councillor felt that we needlessly stirred up community groups and individuals on these specific matters and now we are, in effect putting them in limbo for another eight months, while we go through another round of briefs, presentations, etc. He contended that there is a real worry over these matters by the public and they want them resolved.

The Committee then dealt with the following motion by Councillor Catterall:

Moved by M. Catterall

RESOLVED THAT the Britannia Arterial be deleted from the Regional Official Plan.

"CARRIED" with A. Haydon,
G. Hunter and H. Allen
dissenting

Recommendation No. 7 was then put to Committee and "CARRIED" as amended by Councillor Catterall's motion above.

RECOMMENDATION NO. 8

In place of Recommendation No. 8 which was withdrawn upon the advice by staff, the Committee considered a motion by Councillor Catterall, which was divided into three parts:

1. Moved by M. Catterall

RESOLVED THAT the Regional Development Strategy be based on achieving urban communities that balance the provisions of jobs, employment and other urban amenities.

CARRIED

2. Moved by M. Catterall

RESOLVED THAT the Strategy maximize the use of public transit and minimize the need for new and expanded roads.

CARRIED with G. Hunter
dissenting

3. Moved by M. Catterall

RESOLVED THAT the strategy minimize infrastructure cost of new development.

CARRIED with G. Hunter and
A. Haydon dissenting

RECOMMENDATION NO. 9

"CARRIED"

RECOMMENDATION NO. 10

Councillor Bartlett had concerns with this recommendation as it may apply to rural lands which does not affect residential development. In his view urban policies may apply very well to serviced villages however, what seems to be required in this case is a third or "special" type of policy to cover such communities.

Councillor Wytenburg was pleased to see a move toward distinguishing villages from the urban centres, especially since the 1974 Official Plan included villages as part of the rural population allocation.

There has been considerable pressure for village expansion, especially in Richmond and Stittsville and in the case of Richmond, expansion has been held back as a result of the need for sanitary sewers. Councillor Wytenburg would like to retain a Rural/Urban type of policy for these communities but one that would be incorporated in the Urban Development policy.

The Committee then "CARRIED" recommendation No. 10, as amended by deleting the words:

"subject to the Urban Development Policies" and inserting,
" subject to special development policies."

RECOMMENDATION NO. 11

Councillor Bartlett was concerned that the Region not be locked into a set percentage growth rate, so that areas such as Richmond and Stittsville, which could expand at a more rapid rate, could do so.

Councillor Wytenburg again reiterated the situation in Richmond, where development was frozen due to lack of sanitary sewers. The sewers should be in operation in about two weeks, but the municipality must wait for completion of the Official Plan Review and completion of the secondary plan.

Councillor Wytenburg wished to know how Goulbourn can deal with the need for development in the interim, given that Richmond has exceeded its population allocation.

Staff replied that Goulbourn, at one time, decided to put all their population allocation into Stittsville and now they have no quota to apply elsewhere. In order that this particular problem can be separated from the long term solutions, staff have been discussing this matter with Goulbourn and a report dealing exclusively with the Goulbourn situation will be prepared and brought back to Planning Committee.

The Committee then "CARRIED" recommendation No. 11 as amended to read as follows:

"The Regional Development Strategy be based on the principle that the amount of growth in the rural areas of the Region be planned to occur in a relationship to be determined in phase two, to the overall growth rate in the Region."

RECOMMENDATION NO. 12

The Committee agreed that Recommendation No. 12 "Process", be deferred until 13 November 1984 Planning Committee meeting and that a date be established for a Special Council meeting, to deal exclusively with the Official Plan Review - Regional Development Strategy report.

RECOMMENDATION NO. 13

Councillor Allen felt that more specifics were required with regard to the words "desirability and feasibility."

The Committee then "CARRIED" Recommendation No. 13 as amended, by deleting the words:

"desirability and feasibility" and inserting the words:
"consequences."

RECOMMENDATION NO. 14

City Planning staff confirmed with the Committee, that the necessary information can be completed and available by 31 December 1984.

The Committee then "CARRIED" Recommendation No. 14 as amended by adding the following, after the word "brief" in the last line:

"and consistent with existing zoning and approved neighbourhood plans, by the end of December 1984."

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RECOMMENDATION NO. 12

A communication dated 9 November 1984, was received from Joe Courtney, Chairman, Federation of Citizen Associations, which set out their opposition to the "Process" for the Strategy, as outlined in Recommendation No. 12.

Following from the Committee discussion of 6 November 1984 on the Development Strategy, the Planning Commissioner advised that the purpose of today's meeting was to consider Recommendation No. 12, "Process", deferred on 6 November 1984.

The Commissioner outlined the order of business that must be undertaken by staff, the Committee and Council, following today's meeting.

Councillor Catterall wished to know what the process would be vis a vis community groups and individuals following Council's disposition of the strategy report.

In her view, there is a discrepancy of timing when the draft Official Plan Amendment will be ready for consideration, as opposed to when the Transportation Component will be ready. She submitted that Committee and Council cannot deal with one in isolation from the other. Councillor Allen concurred on this point.

Councillor Catterall referred to a statement in the report that "major issues" are being clarified. She wished to know:

- What are the major issues
- What is the status of the transportation issues
- What is the work program leading up to the tabling of a draft Official Plan Amendment.

The Commissioner reviewed the procedures used by staff to date, to meet with community groups and the public, in seeking a response on the important issues. He continued to set out the activity that will take place following Council's disposition of the strategy recommendations, in order to clear up any ambiguities that may exist.

With regard to the Transportation Component, the following points were noted:

- The basic essentials of the road network have already been determined by Transportation Planning staff and set out in the Transportation Component document of May, 1984.
- Further work in Transportation, will depend on policies applied to land development, which in turn will dictate the sequence in which major transportation works may follow and the specifics of design criteria.
- The Planning Act will not permit municipalities to protect property, unless the specific rationale for protection has been made clear.

With regard to the "Major Issues", these are implicit in the recommendations approved to date by the Committee and have not been generally opposed. The Commissioner added that methods of development have generally not been questioned compared to the process in 1974 and during this exercise there has been considerably more unanimity and comparatively fewer issues.

Councillor Catterall, which acknowledging the Commissioner's response to her concerns, wished to receive a staff report on the process to be followed from this point on.

The Councillor then submitted the following motion:

Moved by M. Catterall

RESOLVED THAT Recommendation No. 12 be approved and that staff report back to the Planning Committee within one month, on the following:

1. The work program to next May and to September, (e.g. information to be developed, analysis to be undertaken, methodology, issues to be addressed, supporting documentation that will be developed, and when it will be available in draft and/or final form) (Transportation & Planning).
2. Additional information or analysis that is available now in preparation for the draft official plan.
3. Assessment of impacts to be undertaken and criteria to be used for assessment.
4. Resources required to ensure that the draft transportation chapter is available at the same time as the draft official plan.
5. A process for ongoing consultation with interested communities during development of the draft official plan, the process to be developed in consultation with the Federation and other interested communities in a meeting by December 3 to be reported to Planning Committee by December 11. The process should include full availability of information and availability of staff to meet with communities.
6. Any change in schedule required to include a consultative process.
7. A process for integrating the Region's planning procedures with other agencies and area municipalities (e.g. the N.C.C., Outaouais etc.).

The Planning Commissioner commenced to comment on each of the seven points in the Motion.

1. There is no problem in informing the Committee of the work that staff will be undertaking. Staff will examine several areas of policy and comment on any changes. There is comparatively little change since the 1974 Plan and therefore little to comment upon until the new year. Most of the information has been published at or prior to the date of the development strategy.
2. Staff can and will report on any additional information that becomes available but there is relatively little that is new.
3. An assessment of impacts will be undertaken. At this time staff are not sure if there is a clear understanding of impacts.

Since there are no substantial physical changes there remains only changes in direction of policies. However, any such changes in direction are not susceptible to an analysis of results.

For example, employment distribution; staff are not certain if there is a measurement of impact that can be applied, or the likely effect on the roads system or roads development.

With regards to criteria to be used for assessment, criteria implicit or explicit, does not mean replacement of structures, etc.

Different criteria will vary from one policy to another.

4. Planning staff will determine with Transportation staff the status of transportation studies and whether they can be accelerated.
5. At present there is no meaningful information with which to talk to community groups about, until May/85.

Material must be produced in a comprehensible form so that it will have some value, therefore sufficient time must be allowed for the production of proper information, and to be properly presented.

Consultation will take place within the next month between staff and community groups, to discuss the timetable for activities that will follow from May/85.

6. Concerning a change in the schedule in order to include a consultation process, there is nothing noteworthy or profitable to be discussed at this time. The priority now would be to get on with the production of new material and proposals.
7. With regards to other agencies, staff have and are continuing to have considerable contact with the NCC and others. The NCC have responded on the development strategy and have advised that a meeting with their Executive is premature.

There is no substantial difficulty with the NCC, who have reservations on some matters and concur on others.

Concerning the area municipalities, there is not a great deal to be gained with further meetings before next May.

Regarding the Outaouais, staff wish to give assurance that their process is integrated with any plans by the Outaouais, but it is unreasonable to suggest that the Outaouais will fall in line with the Region, any more than the NCC will.

Councillor Bartlett felt that the problem lies in an understanding of the process by persons and groups - outside of the Planning staff. In the public consultation program we talked about a strategy and now we are back talking about detail. What is required is a clear concise document, setting out what will happen and when, within the schedule. In summary a clear understanding of the process and how it fits together is required.

Councillor Bartlett suggested that the Committee approve Recommendation No. 12 in principle and that staff respond back on the questions raised in Councillor Catterall's motion within one month.

The Committee "CARRIED" Councillor Catterall's Motion and recommended approval by Council, of Recommendation No. 12.

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Councillor Catterall moved that the report to be sent to Council be circulated to any associations who responded to the development strategy, at either stage.

CARRIED

Councillor M. Catterall moved the following motion relative to the Britannia Arterial.

Moved by M. Catterall

RESOLVED THAT the Vanier Arterial extension be deleted from the Official Plan and that the Official Plan Review proceed without it.

"LOST" with M. Catterall, D. Bartlett and A. Wytenburg in favour and A. Bouwers, G. Hunter and H. Allen opposed.

POOR

QUALITY

ORIGINAL